



1897

FOREIGN DEPARTMENT.

INTERNAL A.

Pros. June 1897, Nos. 75-81.

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- (1) Report by Lieutenant-Colonel A. P. Thornton on the administration of famine relief in the Baghelkhand Agency. (2) Supply to Agent to the Governor-General, Rajputana, of certain papers regarding the grant of a subsidy for rice imported into the Palamau District, Bengal.
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# REFERENCES TO FORMER CASES.

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<i>Branch, date, and Nos.</i>	<i>Brief title of file</i>
Int'l 'A, March 1897, Nos 189-191	Instructions to the Agents to the Governor General, Rajputan and Central India, regarding the storage of grain in inaccessible districts
" - April " " 400 402	Grant of a loan of six lakhs of rupees to the Rewah State by Sindhia

*Branch, date, and No*

## REFERENCES TO LATER CASES.

<i>Branch, date, and Nos.</i>	<i>Brief title of file</i>
<i>Genl A October 1898 16</i> <i>44</i>	<i>Sanitary plague</i> <i>Concessions</i>

(To be continued on back, if necessary )

## KEEP-WITHS PRINTED.

- (1) Notes on the case
- (2) Papers regarding the grant of a subsidy for rice imported into the Palawan District

## KEEP-WITHS NOT PRINTED.

- (1) List of papers restored to Records.
- (2) Originals and buff notes



( 2 )

Brief title of file.

on the administration of famine relief in the Baghelkand Agency have been given effect to

Nos 80-81 —Enclosures.

(Copy of the foregoing forwarded to the Rev and Agri. Dept for information, under endorsement No 1849-I A, dated the 15th May 1897 )

(Copy of K W No 2 forwarded to the Agent to the Govr-Genl in Rajputana for information, under endorsement No. 1975-I.A, dated the 26th May 1897 )

From—M FINUCANE, Esq, Secretary to the Government of Bengal, Revenue Department,

To—The Secretary to the Government of India, Revenue and Agricultural Department

I am directed by His Honour the Lieutenant-Governor to submit herewith, for the consideration and orders of

No 389 T—M R, dated the 21st January 1897

No 412 F—M R, dated the 27th January 1897

No 417, dated the 8th February 1897

the Government of India, three letters from Mr A Forbes, c s i, Officiating Commissioner of Chota Nagpur, regarding

the anticipated failure of food-supplies in the district of Palamau. That district is remote from any line of railway (Gaya, the nearest railway station, being 101 miles distant by road from Daltonganj), and such trade as it has is in the hands of small local dealers, chiefly Bunjias, who have neither the capital nor the intelligence to import rice in larger quantities or from places other than those to which they are accustomed. The importation of grain from the Tributary States which adjoin Palamau has been prohibited by the Chiefs, and imports from the Lohardaga district have, according to the Commissioner, entirely stopped. These are, the Commissioner reports, the only sources from which the district of Palamau draws its food-supplies in ordinary years. For these reasons the local officers fear a sudden failure of supplies, and the Commissioner is strongly of opinion that Government should intervene promptly to prevent such a calamity.

2 Mr Forbes at first recommended that the intervention of Government should take the form of direct importation, or at least of a contract for the importation of sufficient grain to secure the adequacy of supplies on relief works, Government guaranteeing the importer against loss. He now, however, proposes as the outcome of a visit to Gaya where he conferred with the Collector, Mr Savage, and some of the principal grain dealers of that city, that Government should stimulate imports by paying to these latter a sum of 8 annas for every maund of Burma rice which they bring to Daltonganj. The Gaya merchants have promised, if this subsidy is allowed, to forthwith establish agencies at Daltonganj and to import Burma rice there. It is understood that 8 annas per maund represents the actual cost of carriage from Gaya to Daltonganj.

The proposal is described in detail in paragraphs 7, 8 and 9 of Mr Forbes' letter of the 8th February, and in the note attached to that letter, and Sir Alexander Mackenzie, after discussing the whole situation personally with Mr Forbes, considers that, if it is adopted, the difficulty of securing a food-supply in Palamau both for workers on relief-works and for the population generally will, so far as possible at present, have been met. I am, therefore, directed by the Lieutenant-Governor to request that the Government of India may be moved to sanction Mr Forbes' proposal to stimulate traders to import Burma rice from Gaya or Barun (the only places from which it can come) by granting a subsidy of 8 annas a maund for all imported rice passing through Maharajganj before the end of March. It is proposed that the subsidy should be given only to the end of March, by which time it will be possible to gauge the effects of the scheme, and it is estimated that the quantity which can be imported by that time will not exceed half a lakh of maunds.

3 I am to ask the favour of a very early reply to this reference, and to say that a general report on the state and prospects of the district of Palamau will be submitted to the Government of India, together with the monthly report under the Famine Code for the period ending 30th January.

No 389 T<sub>M R</sub>, dated Camp Daltonganj, the 21st January 1897

From—A FORBES, Esq, c s i, Officiating Commissioner of the Chota Nagpur Division,

To—The Secretary to the Government of Bengal, Revenue Department

IN continuation of my letters marginally noted, I much regret to say that

1 This office No 827 M R, dated the 11th January 1897

2 This office No 823 M R, dated the 11th January 1897

I now consider it my duty to submit the following report, under section 9 of the Famine Code, in regard to the district of Palamau. I had been hoping for the

last few weeks that it would not be necessary for me to do so, but the sudden falling off in the imports of rice from the Lohardaga district, which has occurred within the past week, now threatens to bring matters to a serious crisis. On this subject I beg to refer particularly to the accompanying copy of my tour diary for the last few days, which I have employed in visiting the mart of Lohardaga and in making enquiries in villages near my line of march from Chundwa (in the Tori paigana) to Daltonganj in regard to the stocks in the hands of the cultivators. It will be seen, as regards stocks, that while in some villages the supplies are quite sufficient for both food and seed, in others they fall very short of actual requirements. But even in these cases, having regard to the considerable profits from the large lac trade of the district and to the use of forest fruits and roots for food, to which many of the people are accustomed, there would not have been any real cause to apprehend danger had the supply of rice from the Lohardaga district not suddenly failed. It is not the high prices that I fear (for these can always be met by rateable wages on relief works), but the isolated position of the Palamau district and the unmistakeable signs of the approaching cessation of imports from all sides.

2 This is especially apparent in the marked shrinkage in the quantities

QUANTITY OF RICE FOR SALE (ANY OF WHICH WAS READILY SOLD)					
1 Talim Hat,	Monday 11th	{ 110 mds }	Monday	18th	{ 57 mds
2 Mandar Hat,		{ 20 " }			{ 1 md
3 Daltonganj,	Wednesday 13th	{ 61 " }	Wednesday	20th	{ 191 mds •
4 Lattiyahar,	Thursday 14th	{ 94 " }			
5 Harin	Friday 15th	{ 209 " }			

• Besides 130 maunds condemned rice rejected by the Superintendent of the Jail

offered for sale at the different *hats* which have come under my observation as noted in the margin. The supplies at 4 out of these 5 *hats* came chiefly from Lohardaga, and it is to be noted that in the case of the *hats* held last week, they were obtained before the sudden falling off of exports (which began about the 15th instant, viz, the date of the *hat* held at Lohardaga on the day before my visit) I should mention also that the prices at these different *hats* show a marked advance during the week (viz, from between 8 and 9 to about 7½ seers per rupee), as under the circumstances was to be expected

3 Since my arrival here, on the evening of the 18th instant, I have held

- + 1 Rn Thakurji Bhagwat Dyal Singh Bahadur, of Champur
- 2 Kunwar I Aliwan Singh of Jodi
- 3 Babu Kishenbux Rai of Deogan
- 4 Babu Bhagwatbux Rai of Bsrampur
- 5 Bhya Dighaj Rao of Utari
- 6 Rai Thakurji Gobind Perashad Singh Bahadur, of Ranka
- 7 Thakurji Jadunath Singh of Ranka

consultations with the Deputy Commissioner, the leading zamindars of the district,† and the local dealers. The opinion of all is that immediate assistance by Government is necessary in the matter of importing rice from Calcutta or elsewhere, as the neighbouring districts can no longer

be drawn upon, and there are no large traders in Palamau who can possibly undertake the business of importing from further afield. It is considered by the best judges of the position here that one lakh of maunds should be sent by rail and canal to Barun with as little delay as possible, and be forwarded from there by bullock carts to Maharajganj (31 miles) on the border of the Gaya district, whence it can be distributed by the district *byparies* to the different principal marts. Maharajganj is 42 miles from Daltonganj, and this would be a reasonable division of labour between the pack-bullocks‡ of this district and

† The supposed number is between 10,000 and 15,000. The Deputy Commissioner is collecting the figures.

carts from the other side. It would take about 2,000 carts to transport the above-mentioned quantity from Barun to

Maharajganj in one month (allowing 10 maunds per cart and 5 trips backwards and forwards in the month). It would take about 10,000 to 12,000 bullocks one month to carry the lakh of grain on from Maharajganj as far as Daltonganj allowing 2 to 2½ maunds per bullock-load and 4 trips backwards and forwards in the month).

4 What I would suggest is that Government should at once contract with a Calcutta firm for the supply of a lakh of maunds of rice to be forwarded to Barun, and depute a special officer to engage carts in the Shahabad and Gaya districts and to superintend its carriage to Maharajganj. Arrangements can at the same time be made by the local authorities here for its immediate transport onwards. Judging from the steadily rising prices in this district, the rice will,

I have very little doubt, be readily taken up at Maharaajganj by the district trade at a price which will cover the costs to Government. I may also mention that the zamindars whom I have consulted (see paragraph 3 above) are all anxious to take advances to considerable amounts under the conditions laid down in the Government orders marginally noted, and they assure me that they

Government Order No 76 Agri, dated the 31st December 1896

will willingly take the loans granted to them in grain thus imported at the cost incurred by Government, instead of in cash, if so desired. Hitherto it has not been necessary to open relief works or to arrange for charitable relief, but both measures, especially the latter, will, owing to the sudden stoppage of supplies, very shortly have to be undertaken. For both of these grain will be required. I

have no doubt whatever but that in these different ways, *viz*, by sale to the trade, on relief works, and in charitable relief, and, if necessary, in loans under the Land Improvement Loans Act, the quantity mentioned above will be used up in the district without any loss to Government, and I think it not improbable that it will be expended within two months or less from the time of its receipt. One measure of this is afforded by the exports from the Champur and Lohardaga thanas (both in the Lohardaga district) during the month of December last, which (see entry in my diary dated the 16th instant) have been estimated at  $15,700 + 1,500 = 17,200$  bullock-loads, or about 43,000 maunds, the bulk of which was sent to this district.

5 If, however, Government think it advisable to act with greater caution in this matter, then I would at least ask that arrangements be made to at once supply half a lakh of maunds in the manner indicated, preparations being at the same time made for this to be followed by a further immediate supply on receiving information of the reception met with by the first consignment. I must, however, in this connection, state that the Deputy Commissioner and the zamindars with whom I have conferred agree in declaring that the transport of grain during the hot-weather months from Barun into this district will be a matter of great difficulty and expense, if possible at all, owing to the scarcity of water and fodder at that time of year along nearly the whole route. If, then, on receipt of the first consignment, its rapid consumption gives proof of the district needs being greater than at present suspected (which will certainly be the case if the outturn of the *rabi* is disappointing or the *mahua* crop fails), it may then be too late to make good the threatened deficit. On the whole, therefore, I prefer to recommend the early despatch of a full lakh of maunds as suggested in the preceding paragraph, and I think that there is the greater need for this, and for its concentration at Maharaajganj *as speedily as possible*, in view of the contingency of a failure in the *mahua* crop. And in any case the amount of importations during December go to show that the district will probably require at least half a lakh of maunds a month (or even more) during the four months, May to August, after the consumption of the *rabi*. It will be the safest plan, therefore, to concentrate the first lakh of maunds as speedily as possible at Maharaajganj, in order to give time for the concentration of another 2 or 3 lakhs, if the rate of depletion of the first supply indicates the necessity of this, by the middle of April. And I would in this view of the case recommend that arrangements should be made for the employment of 4,000 bullock carts in the Shahabad and Gaya districts in order to transport the first consignment of 1 lakh to Maharaajganj, if possible, within a fortnight of its arrival at Barun.

6 The particulars required to be submitted by paragraph 9 of the Famine Code with this report are contained in the accompanying copy of Mr Renny's letter No 1681-R, dated the 18th instant, with my marginal notes. Regarding the Statements B and C attached to Mr Renny's report, containing proposals for the division of the district into relief charges, I will address Government in another letter, after discussing this question more fully with that officer.

7 In conclusion, I beg that Government press upon the Telegraph Department the urgent necessity of at once completing the telegraph line from Aurangabad to Daltonganj, the want of which is very severely felt in an emergency such as the present one.

## TOUR DIARY FROM 13TH TO 18TH JANUARY 1897

*13th January* — Started at 12 noon and rode and drove 45 miles to camp at Chandwa police outpost in Tori pargana, district Palamau, where I met Mr. Fullerton, District Superintendent of Police, and Maharaja Kumar Jagat Mohan Nath Shah Deo, brother to the Maharaja of Chota Nagpur and proprietor of pargana Tori.

*14th January* — In company with the District Superintendent of Police and the Maharaja Kumar visited Bari-Rampur annual mela. Scarcely any food-grains for sale until 10 A.M., when one *bipari* appeared with 2 maunds of rice from Balumath (16 miles off), which readily sold at 15 cutcha seers per rupee ( $=8\frac{1}{2}$  pukka seers), a few seers of potatoes for sale at 16 seers per rupee, and a few small baskets of gram and peas. Searched three cultivators' houses in village Bari. In one found 5 or 6 maunds of paddy, in another (an old single man's)  $1\frac{1}{2}$  maunds, in another *nil*, in the jagirdar's house found about 700 maunds, besides 150 or 200 maunds reserved for seed for his own and his raiyats' lands. He is constructing a reservoir bandh with this, paying in grain at rate which comes to about 3 annas per 1,000 cubic feet.

Women collecting *sag* in fields everywhere. This is said to be usual. Met District Board Overseer, who gave me following particulars regarding late test works in this neighbourhood. Three test works (at 2 annas per 1,000 cubic feet) were lately opened at *Chandwa*, *Nagribasti* and *Balumath*, but only from 2 to 8 persons attended for two or three days, and then left dissatisfied with the rate, and also to plough their lands on the rain which fell on 31st December.

*15th January* — With District Superintendent of Police to Balumath (12 miles) and back. On our way there and back searched several villages, house by house, with following results —

*Chitapur* — 10 houses, all Uraons, population about 45 adults besides children. Stocks of paddy found in the houses were 40, 20, 6, 119, 2, 135, 15, 268, 20, 145 — total 770 cutcha maunds. There are also some very fair *rab* crops belonging to the village.

This village seemed to me a fair average one, with both high (chour) lands and low (gheera) lands. People very well-to-do.

*Heraphoo* — 21 houses, all Uraons, 70 adults, besides children. Stocks 40, 30, 16, 0, 10, 1, 12, 4, 9, 25, 6, 6, 3, 20, 14, 23, 7 — total 245 maunds. Lands high and poor, two or three families gone off this year to the Duars. Some *rab* crops, but not very good. Decidedly badly off.

*Pala Purna* — (Balumath) 5 houses, 27 adults. Stocks 23, 140, 25, 50, 0 — total 138 maunds. A little *rab* round the houses. Fairly well-to-do.

*Khas Balumath* — 19 houses, 84 adults. Stocks 0, 20, 12, 18, 12, 7, 1, 8, 3, 7, 4, 25, 8,  $\frac{1}{2}$ , 0, 80, 62, 20, 0 — total 315 $\frac{1}{2}$  maunds of paddy, *makar*, and other grains,  $\frac{2}{3}$  rds badly off.

*Telni Tolah* — Visited one house (of Sita Tel's) and found between 400 and 500 maunds. There were several other well-to-do Telis' houses, which we had not time to visit.

On return visited weekly *hat* at village Heim. There were about 200 maunds of rice for sale, partly from Lohadaga (20 miles on pack-bullocks) and partly from neighbouring villages, selling at 15 $\frac{1}{2}$  cutcha seers (about 8 $\frac{3}{4}$  pukka seers) per rupee. Some 30 to 40 maunds purchased by *biparis* for re-sale at Harang, Chiru, and Ranchi *hats*. Potatoes 16 pukka seers per rupee. Large quantity of lac for sale at Rs 14 per maund. Trade in lac said to be 25 per cent above last year.

*16th January* — With District Superintendent of Police to Lohadaga, where interviewed Messrs. Grauzin and Lauzemis (German Missionaries), Babu Durga Das Bose, Munsif, Mr. Heberle (Agent to Maharaja of Chota Nagpur), and several grain dealers.

The weekly *hāt* was held here yesterday. It is one of the largest trade centres in the Division, trade in rice, entirely export, from Lohardaga district to Palamau and Gaya, but surplus stocks are evidently suddenly running dry. About 1,500 bullocks came yesterday from Gaya and Palamau to take away grain, but about half of them had to return empty. Rate was 8½ to 9 pukka seers per rupee. The District Superintendent of Police visited the principal *golahs* and found only 97 maunds in stock. The missionaries say that the people about here have sufficient stocks to last for two or three months, but will probably have to eat their seed.

The Police Inspector's enquiries show exports from whole of thana Lohardaga as under —

September 1895 to June 1896	57,600	Bullock loads
July—August	<i>Nil</i>	Owing to heavy state of roads (cutcha)
September 1896	1,888	} Each bullock carrying about 2½ maunds
October „	2,700	
November „	3,788	
December „	15,700	
and from thana Chainpur—		
September 1895 to June 1896	7,740	
September 1896	1,100	
October „	1,200	
November „	1,400	
December „	1,500	

On our way met gangs of Kol women going 15 miles to hunt for *ság* in the jungles towards Chandwa.

Searched *en route* the following villages —

*Salgi*—1 Uiaon's house 4 persons 48 maunds paddy  
Ditto 6 persons 5 maunds

*Hissel*—26 houses, 113 adults. Stocks 0, 20, 25, 20, 100, 0, 90, 20, 18, 14, 40, 16, 50, 0, 250, 50, 0, 10, 6, 50, 70, 60, 40, 50, 113, 0—total 1,112 maunds paddy. People fairly well off.

On our way we met a batch of 100 bullocks from near Daltonganj (75 miles) returning empty, as the price of rice at Lohardaga had levelled up to that at Daltonganj, another smaller batch returning empty from near Sheighatty in Gaya district, other droves of 20 and 50 to 6, taking rice (at 9 seers) from Lohardaga to Lattyhar (28 miles) and Loharist beyond Daltonganj (75 miles) some of the latter were empty, as the supply for sale had run short.

17th January —Returned with District Superintendent of Police from Lohardaga to Chandwa and on to Lattyhar. On our way searched the following villages between Lohardaga and Chandwa —

*Barzuddin*—9 houses 28 adults besides children. Stocks 0, 0, 0, 3, 300, 84, 34, 32, 5—total 458 maunds of paddy. From this village 7 men and 3 women have lately gone off to Duars.

*Jurs*—41 houses 145 adults besides children. Stocks 125, 5, 250, 18, 130, 30, 10, 2, 36, 20, 78, 0, 20, 16, 4, 24, 3, 0, 2, 0, 0, 2, 6, 21, 9, 10, 24, 0, 10, 12, 16, 14, 4, 20, 9, 50, 3, 35, 12, 0, 0—total 1,030 maunds of paddy. From this village about 20 persons have lately gone off to Duars.

At Chandwa again met Maharaj Kumar Jagat Mohan and ascertained list of villages in which he is willing to construct *bandhs* as famine relief works at his own expense, provided the Government officials supervise the work.

Between Chandwa and Lattyhar searched—

*Tolah Kītah*—11 houses 42 adults Stocks 0, 0, 0, 0, 3, 0, 3, 0, 3, 0, 55—total 64 maunds paddy. The *rayats* appear to be all in the hands of a wealthy mahajan (Mahadeo Sahu of Abu) and are very badly off.

Weekly *hāt* at Lattyhar on Thursday At last *hāt* there were 20 maunds for sale (chiefly from Lohardaga) at 14 cutcha seers (=7½ pucka seers per rupee)

18th January —Lattyhar to Munka, and on to Daltonganj (40 miles) *Hāts* held to-day at Zalim and Munka At former 57 maunds rice for sale, of which only 4 maunds came from neighbouring villages and all the rest from Lohardaga (35 miles) All sold, not to *biparis*, but to villagers This rice was bought at Lohardaga at 8½ seers pucka, and sold to day here at 7 seers 6 chitracks per rupee all new rice a number of persons went away without getting any *Makai* 5½ maunds (from Lohardaga), sold at 11 seers per rupee *Marua* 5 maunds from Lohardaga sold at 11 seers per rupee The above information was given me by Thakuraj Chatoorgaon, brother of the Rai Sahib of Champur, who visited the *hāt* at my request

At Munka *hāt* I only found about one maund of rice for sale, which came from two or three villages six or seven miles off Selling price 8 *lohra* pice per cutcha seer, or about 8 seers pucka per rupee At the previous *hāt* I am told that there were 10 maunds sold at 9 pucka seers per rupee *Makai* very small quantity for sale at 10½ seers per rupee.

Between Lattyhar and Munka searched following Government villages —

*Bhanpartolah*—20 houses 58 adults, 20 children Found 80 maunds paddy in one house, 80 in another, 3 maunds in two others, and nothing at all except very small quantities of *makai*, beans, etc, including *bair* (wild plums) and salnuts in the others The inhabitants are chiefly Karwais of the labouring class, with 10 cottahs to 2 and 4 bighas of land They have a small amount of *rabi* coming in, but the paddy was only about a 2 anna crop

*Karkat*—37 houses 93 adults and 79 children Found only 116 maunds paddy, etc, nearly all of which was in only four houses

*Doodoongee*—18 houses 109 adults, 67 children 367 maunds paddy, of which 300 were in one house and 58 in four others, and nothing at all but small quantities of *makai*, beans and wild plums in the rest

*Hotwag*—10 houses 41 adults, 24 children 68 maunds, of which 60 were in one house

*Pursai*—18 houses 64 maunds paddy.

These villages are all close together, with high and poor lands The inhabitants are chiefly labourers and very petty cultivators They do not show any actual signs of want, notwithstanding that, we could find no stocks of food to speak of in most of their houses

19th January 1897 —At Daltonganj Walked through the town Not a single beggar to be seen Interviewed the grain dealers at the Deputy Commissioner's house and received visits from the principal land-owners of the district and conferred with them and Deputy Commissioner on famine question

A. FORBES,

Commissioner, Chota Nagpur Division

No 412-T —M R, dated Camp Daltonganj, the 27th January 1897

From—A FORBES, Esq, c s i, Officiating Commissioner of the Chota Nagpur Division,

To—The Secretary to the Government of Bengal, Revenue Department

Since writing my No 389-T —M R, dated 21st instant, I have been making further enquiries regarding stocks of food-grains and the requirements

of this district (Palamau) On the 25th instant I received your demi-official, dated 22nd idem, with its enclosures, and also your telegram, dated 23rd instant, informing me that it is impossible for Government to arrange to send rice to Maharajanj, as recommended in my letter of the 21st The orders referred to in that telegram, as having been issued on the 22nd, concerning advances for purchase and importation of grain, have not yet reached me

2 *State of stocks in villages*—I have had further inquiries into village stocks made during the past few days by Mr D Sunder (Settlement Officer) and Mr Fullerton (District Superintendent of Police) in a number of villages to the north and north-west of Daltonganj, within a radius of 15 or 16 miles of that place Appended is a list showing the results of those inquiries in 23

\* See copy of my tour diary enclosed in my No 3591—M R, dated 21st instant

villages They are not dissimilar to those which I obtained\* on my way here, in pargana Ton and elsewhere, viz, they go to show that there are still stocks in the country quite sufficient, in some places, taken with the use of jungle products, to last at least until the *rabri* and the *mahua* come in, if they (the stocks) were evenly distributed, but that they are very unevenly distributed amongst different villages and individuals, and that we must therefore expect a very considerable number of labourers on the relief works which are now being opened I may mention that the bulk of the people in the part of the country where the above inquiries were made belong to the labouring classes—Ahirs, Dusadhs, Chamais, Kl arwais, Bhuias, Kahars, Gareris and others of the Kamia class—who are usually helped through, during slack times between harvests, by their zamindars and other employers But at present, owing to the excessively high prices of grain and especially to the shrunken state of the markets, help of this kind is *very sparingly given, and must not be relied upon.*

3 *Supplies and prices at hâts*—On the 21st instant I visited, with the Deputy Commissioner, the large weekly *hât* at Gaiwa, 20 miles north-west of this place We found about 60 maunds of rice and 80 maunds of *makai* for sale, at  $8\frac{1}{2}$  and  $10\frac{1}{4}$  seers per rupee, respectively, as compared with 9 and  $10\frac{1}{2}$  seers, the prices ruling at the previous week's market About 150 pack-bullocks had come from Singrauli (in Mirzapur) for grain Of these 48 obtained supplies, and the rest departed empty We found that some of the rice exposed for sale had come from Nasriganj and Daudnagar, from tracts in Shahabad and Gaya irrigated by the Sone Canal, and the *makai* from Ranka and Katri in this district There were also some 20 maunds of *marwa* for sale from villages in the neighbourhood All food-stuffs in the *hât* were readily disposed of, the demand apparently being considerably in excess of the supply

On the 23rd we visited another of the principal weekly *hâts* of the district, viz, that held at Ohampur, two miles from this place There were 99 maunds of rice for sale, as compared with 100, 83 and 80 maunds reported to us as having been brought for sale in the three preceding weeks, but prices had gone up from 9 and  $9\frac{1}{2}$  seers to 8 and  $8\frac{1}{2}$  seers per rupee, and every ounce was eagerly snapped up at these high prices We arrived as the last quantities were being sold, they were of very indifferent quality, and had come from the Lohardaga district Of *makai* there were about 20 maunds for sale at 11 seers per rupee, as compared with 13 seers per rupee on the preceding market day The *hât* was attended by large crowds, all eagerly interested in the question of the food-supply

4 The weekly price list from a number of different *hâts*, with which I am now supplied by the Deputy Commissioner, exhibits for the two past weeks the following results—

Number of <i>hâts</i> at which rice was selling at less than—		Week ending 16th instant	Week ending 24th instant
8 seers per rupee		4	7
8 „ and under 9 seers per rupee		13	26
9 „ „ 10 „ „ „	..	58	40
10 „ „ 11 „ „ „	.	10	6
11 „ or over	.	1	0
Total <i>hâts</i> from which price lists were received		86	79



The rapid and general rise in prices is only too apparent

5 *Imports from Lohardaga*—The export trade from the central mart of Lohardaga is reported to me daily by the Police Inspector of that place. The operations during the week following the date of my visit there (on the 16th) are shown in the following statement—

Date	17th	18th	19th	20th	21st	22nd	23rd	Remarks
1	2	3	4	5	6	7	8	9
Number of pack bullocks remaining from previous day	189	193	87	72	Nil	34	27	These bullocks came from different places in the Patna district and also from Chhota Hazaribagh and Bherghatty
Number of pack bullocks which came for supplies		935	89	Nil	67	657	100	
Number of bullocks which left with supplies	41	37	49	44	10	07	85	The selling price of rice at Lohardaga is reported at 16 kutchas seers from 1 lb to 6th 1 <sup>st</sup> seers on 21st at 3 2 <sup>nd</sup> and 17 seers on 23 <sup>rd</sup>
Number of bullocks which left without supplies	20	231	64	29	17	249	260	
Number remaining in hope of getting supplies	123	87	72	Nil	34	275	85	

The Inspector's returns do not show the quantity of stocks available for sale on each day, but from the fall in rates after the 20th, it seems probable that there were some unsold stocks in hand, and that the price declined on the 21st owing to the continued refusal of the exporting *biparis* to pay so high a rate as 16 kutchas seers (=9 seers pucca) per rupee. Be this, however, as it

\* From paragraph 4 of my letter of the 21st it will be seen that the number of bullock loads of rice exported in December was reported to be 15,700

may, the great and sudden constriction in the export trade from Lohardaga is unquestionable,\* and the large number of empty pack-bullocks which are daily leaving that mart shows that that constriction continues

6 *Supplies of grain for relief works*—For the present, as I mentioned in my No 401-T—M R, dated 24th instant, rice is being supplied for the relief works which are now being opened by certain of the leading zamindars, and I have advised the Deputy Commissioner to make payment to the labourers one-half in rice and one-half in cash. We are driven to this expedient in view of the great scarcity of the rice in the public market, for even if we succeeded in purchasing supplies there or (which would in effect amount to the same) in contracting for them with a local dealer, we should only succeed in completely draining the *hats* for miles round, which would greatly intensify the prevailing scarcity, and probably drive the whole of the population on to the relief works. As it is, however, we are forced to give part payment in cash in order to spin out our small stock of rice, the only alternative being the prospective sudden closure of the relief works, owing to our inability to comply with the requirements of sections 79 and 80 of the Famine Code and the orders in paragraph 4 of Government order No 76 Agri, dated 31st ultimo. The Deputy

Rai Thakur Bhagbat Dyal Singh Bahadur of Chaurpur  
 Bhavin Dirgaj Deo of Untari  
 Babu Krishan Bux Rai of Nawa  
 Luni Thakur Govind Parasad Singh Bahadur of Ranka  
 Babu Bhagbat Bux Rai of Barampur  
 Babu Ram Charn Singh of Bhamandib  
 Kuwar Jall Jivan Singh of Iadi  
 Thakur Jagdishwar Deo Singh

Commissioner has received so far, promises of 3,000 maunds of rice from the zamindars marginally noted. This, expended in the above manner, will last for about 8,000 persons for 30 days, or for 12,000 persons for 20 days, and the Deputy Commissioner's aim must be to keep down the numbers to these figures

for the present, until he can see his way to securing a constant supply from outside of the district, preferably, of course, of Burma rice from Calcutta

7 *The steps to be taken to keep up the food-supply of the district generally*—I find, on further enquiry, that the difficulties of importing supplies from Barun during the hot weather are not so insuperable as I was at first led to suppose, and I gather from a perusal of the reports of the then Sub-divisional Officer that in 1871 the *biparis'* bullocks were working throughout the hot-weather months. I also now learn from the District Engineer (who was not here when I wrote my letter of the 21st) that between this place and Maharajganj there are several river-beds in which a sufficient supply of water may be obtained if sufficiently large and deep reservoirs are prepared in them,

and I have instructed the Deputy Commissioner to have this work at once taken in hand and pushed on vigorously. The *rahi* crops will also give supplies of fodder for at least six weeks, and the Deputy Commissioner is also taking steps, with the aid of the zamindars, to collect further supplies at halting places on the route, for sale to such *biparis* as may be unable to supply themselves. On the whole, I see reason to think that if Burma rice can be obtained in sufficient quantities and at a reasonable cost at Barun, the local traders will be able to bring it on, in sufficient quantities, to feed the district. They did so in 1874, when a considerable portion of the consignments had to come much longer distances, and they should be able to do so now. The Daltonganj traders, whom I have questioned on this point, agree that this will be feasible.

8 The questions for solution are— (1) how is sea borne rice to be got to Barun, and (2) at what price should it be laid down there? As to (1), I have had several long interviews with the local traders, and must pronounce it impossible to hope for any material help from them. They are all petty local dealers whose ideas of trade in food-stuffs have never gone beyond the distances their bullocks can travel. Only one of them has an agent in Calcutta, and this is in connection with a small business in cotton goods. They know nothing about the Calcutta market, and, as I have before brought to your notice, they in common with all of us here, are heavily handicapped by being 59 miles from the telegraph office and 101 miles from the nearest post office on the Railway (*viz*, Gaya). Any idea of such men, in face of such difficulties, being able to meet the present emergency must be at once laid aside. They are perfectly helpless in the matter, and the evidence afforded by the numerous droves of their empty pack-bullocks wandering about the country, from one *hat* to another, in all directions, on a fruitless search for grain, is sufficient to show this at once, and to give proof, if any were needed, of their very limited capabilities. It is clear that the requisite supply of grain *must* be kept up at Barun by some outside powerful agency, if we are to avoid the risk of a serious disaster, and we require the first consignment without a day's loss of time.

9 As to the price at which the Burma rice should be obtainable at Barun, in order to bring it at all within the means of the people, I beg to make the following observations. The dealers here tell me that it costs from 5 to 6 or 7 annas per maund to transport rice from Barun to this place. The dealers at Gurwa laid the cost at 6 annas per maund. This, taking 6 annas, seems not unreasonable. One bullock cart, carrying 15 or 20 maunds, will, I am told, take 6 days each way from here to Barun. The charge thus comes to from Rs 5 to Rs 7-8 per cart for 12 days. What the dealers say is that one seer per rupee covers their expenses between Barun and this place, and gives them ordinary profits. Thus, if they can get rice at 10 seers per rupee at Barun, they can retail it here at 9 seers. Lately a few dribblets have been brought there from the tracts along the Sone Canal in Shahabad and Gaya. The rice

\* It would have been sold at 9 had the market not been depleted.

was purchased there at  $17\frac{1}{2}$  kutchu seers per rupee\* (about 10 seers pucca weight) and the retail price here to day is 15 kutchu seers (= 8 seers 7 chitaks pucca). Now Burma rice, I am informed, sells at about 1 seer per rupee cheaper than the country rice, the difference being due to its being a less substantial article of food. It follows, therefore, that unless the rate for country rice in this district is to be kept up to under 9 seers per rupee, the Burma rice must be laid down at Barun at not higher rate than 11 seers per rupee. It appears to me incumbent on Government to come to the aid of this helpless district in this matter by arranging for the requisite supplies, at not more if possible than the selling price indicated above, to be forthcoming at Barun—thus being brought within reach of the district trade—without the least delay.

1 *Supplies of grain for relief works*—From what I have said in paragraph 5 above, it will be apparent that, irrespective of the question of the supply of food for the district generally, it is *absolutely necessary* for the Deputy Commissioner to be provided with a supply of some 10,000 maunds of rice at Daltonganj within, at latest, the next three weeks for the use of the

labourers on the relief works. I have done my best to arrange with the local dealers here for this limited quantity of Burma rice. They have come to me at the last moment, while I write this, like a pack of children, with a statement of their terms, as noted in the Appendix II to this letter. They premise that they have no agents in Calcutta, and that one of themselves will have to go there and do his best to arrange the purchase and despatch of the rice, that they have never entered upon this business before, but would like to speculate now if they can assure themselves against loss and are certain of a reasonable profit, and thus they certainly seem to provide for in the terms they demand. I have no idea at what rate a dependable Calcutta firm, like Messrs. Jardine Skinner and Company (who have large rice dealings in this district), would undertake the contract, but, having regard to the absolute necessity of punctuality in its performance, I have no hesitation in recommending the employment of some reliable agency of the kind, and in strongly deprecating a first experiment being tried with a body of inexperienced petty dealers in a matter of such vital importance.

P.S.—Please note that a letter post to Calcutta was sent last afternoon while the rate of post for rice was at its lowest, viz. 1000000. A telegram despatched from Calcutta on Monday morning (16th) at 11.15 a.m., and a telegram sent by the post from here at 1.15 p.m. of the same day, the telegraphic or Western Union rate (which is the rate for telegrams following Western Union) will cost 2.5000000. The rate for telegrams

## APPENDIX I

Villages inspected by Mr. Sutherland on 2nd to 21st January 1877

Name of village	No. of houses	Number of inhabitants		Remarks
		Males	Females	
1	2	3	4	5
1 Tullera	9	17	7	
2 Kanda	107	55	20	120000
3 Param	11	20	10	
4 Korta	7	20	16	
5 Nawa	50	100	141	210000
6 Fiko	60	251	141	100000
7 Turnlog	17	100	10	
8 Rulja	21	68	31	200000
9 Putaria	16	18	23	
10 Kerela	1	17	10	
11 Raylana	60	201	117	210000
12 Kajari	78	307	217	167000
13 Salca	21	100	20	68000
14 Chhina	58	187	120	200000
15 Pijra	6	21	25	38000
16 Harnaia	20	67	12	100000
17 Nowdila	53	197	171	675000
18 Salpui	13	18	10	
19 Paleh	20	128	71	217000
20 Kathaula	9	21	21	6000
21 Surja	8	26	11	2000
22 Chaneya	18	97	98	71000
23 Gari	18	161	108	200000
TOTAL	721	2515	1724	4157

# APPENDIX II

*Terms demanded by the local dealers at Daltonganj for the importation of 10,000 maunds  
Burma rice from Calcutta*

*First*—An advance free of interest, by Government, of the whole cost of the rice in Calcutta

*Second*—Payment by Government of expenses as under on every Rs 100 expended on the purchase of the rice in Calcutta

	Rs	A	P
<i>(a) Costs in Calcutta—</i>			
Arhat	...	0	8 0
Dalali		0	6 0
Silal of gunny bags		0	4 0
Deterioration of gunny bags		0	12 0
Handling rice bags		0	6 0
			<hr/>
		2	4 0
<i>Costs at Dinapur—</i>			
Handling		0	6 0
Arhat		0	3 3
			<hr/>
		0	9 3
<i>Costs at Barun—</i>			
Handling	.. ..	0	3 3
Chaulai	...	0	0 9
Hire of godown	.	0	3 3
Arhat	...	0	3 3
			<hr/>
		0	10 6
	Total	3	7 9
(b) Allowance for loss of rice, <i>en route</i>	.	3	0 0
(c) Freight from Barun to Daltonganj	..	12	8 0
(d) Profit at $\frac{1}{2}$ per rupee	...	3	2 0
			<hr/>
	GRAND TOTAL	22	1 9
			<hr/>
<i>Third</i> —Actual freight by railway and canal	...	...	.....
			<hr/>

No , dated Calcutta, the 8th February 1897

From—A FORBES, Esq, c s i, Officiating Commissioner of the Chota Nagpur Division,

To—The Secretary to the Government of Bengal, Revenue Department

In my No 412-T—M R, dated 27th ultimo, I addressed you on the subject of the necessity of providing supplies of food-grains for (1) the labourers on relief works and recipients of gratuitous relief and (2) for sale to the general public, in the district of Palamau. Since then, in conformity with the orders conveyed in your telegram of the 2nd instant, I have visited Maharajganj (in Gaya) which adjoins Harihaiganj (on the north-east border of Palamau) in company with the Collector of Gaya, and have interviewed the grain-dealers of both Maharajganj and Gaya.

2 The isolated position of the Palamau district will be understood by reference to the accompanying skeleton map. It is bounded on the west by the district of Mirzapur, North-Western Provinces, and the Sugaia Tributary State, on the south by Lohardaga, on the north by the Sone river and the range of Kymore hills in Shahabad, on the east by Hazaribagh and Gaya. Its usual source of supply is from the Native States on the west and from Lohardaga to the south. These sources as explained in my last letter are now practically closed. Sirguja, Udaipur, Jashpur, and Gangpur have for some time past forbidden the export of food-grains, and Lohardaga (see paragraph 4 of my previous letter) is closing its doors. Hazaribagh cannot assist. It has itself been importing hitherto from Lohardaga and is now turning for help to Calcutta *via* the Railway Station at Giridih. Giridih is about 135 miles from the eastern confines of Palamau (at Loharsee), about 30 miles of which is a mere mountain track, traversable only by pack-bullocks. The only hope for the district at present is in supplies at its north-east corner from Shahabad and Gaya by the road passing through Maharajganj. The distance by this road from the Railway Station at Gaya to Daltonganj is 101 miles, from Barun (at the end of the Sone Canal) 73 miles. The 101 miles are kutcha, so are 59 of the 73. The 42 miles from Maharajganj to Daltonganj lie through a hilly difficult country. The distance is done by bullock-carts in eight days from Gaya and in six from Barun, the return journey taking one to two days less.

3 I reproduce the following figures showing the prevailing rates at the Palamau hâts during the 2nd and 3rd weeks of January. The return for the 4th week has not yet reached me owing to the uncertainty of my movements during the last few days and the long distances the post has to travel on foot.

	Week ending 16th January	Week ending 24th January
Number of hâts at which rice was sold at under 8 seers per rupee .	4	7
Number of hâts at which rice was sold at 8 seers and under 9 seers per rupee ..	13	26
Number of hâts at which rice was sold at 9 seers and under 10 seers per rupee	58	40
Number of hâts at which rice was sold at 10 seers and under 11 seers per rupee	10	6
Number of hâts at which rice was sold at 11 seers and over ..	1	0
	—	—
Total number of hâts from which price-lists were received	86	79
	—	—

The hâts from which the returns were received are shown in red on the accompanying map. It will seem that they are fairly sprinkled over the whole district. It will be further noticed by a comparison of the map with the enclosed list of hâts that those where the prices ranged lowest (*vis*, under 5 seers) are in the tracts bordering on Lohardaga, Hazaribagh, and Gaya, in the south and east.

4 As I have before explained, it is extremely difficult, owing to the irregular formation of the country, to form any reliable estimate as regards stocks. But it is very certain that the supplies in the public hâts are quickly running short. Either the stocks are not there, or they are beginning to be very closely held. In either case the position must be relieved with as little delay as possible. If it be that the requisite stocks do not exist, the Government must be prepared for a serious calamity if further time is lost before applying a remedy. My own belief is that a certain number, probably the majority, of the mahajans and landholders have stocks just sufficient to carry their debtors and raiyats on, with the assistance of the *mohwa* and *rabi* if both are good, until the next *bhador* harvest. But I cannot say as a fact that this is so, and it would not be right for Government to assume it, and in any case it is unquestionable that there are many villages with practically no resources in the way of stocks at all. Take, for instance, the 23 villages visited by Mr. Sunder (see Appendix I to my last letter). He found in all 4,157 kutchu maunds = 2,806 pukka maunds of different kinds of grain (including paddy) amongst 2,545 adults and 1,724 children. It is clear that the people in the tract Mr. Sunder visited will very soon even after eating up their seed have nothing to go on with. I wish to again impress upon Government the serious risk we are running if immediate steps are not taken to bring grain into the Palamau markets.

5 My first suggestion in my No 389-T—M R., dated 21st ultimo, was that the district in view of its isolated position should be treated on the system adopted in 1874, *viz*, that Government should itself import, to begin with, one lakh of maunds of rice. In modification of this in my last letter I recommended that Government should lay down rice at Barun to be sold to the Palamau dealers at a certain minimum price. The difficulty all through has been this, *viz*, that the Palamau dealers, one and all, are merely petty bazar *bunmahs*, accustomed only to deal in bullock-loads with the surrounding villages, almost extending their operations to the immediately adjacent districts. Indeed, even this is overstating their case, practically it is the bullock-drivers who are the real traders. They wander about picking up supplies wherever they can find them, then taking them from one *bunmah* or from one hât to another until they can get rid of their loads at a small profit. The dealers at Maharajganj (Hauhaiganj), whom Mr. Savage and I interviewed three days ago, are men of equally humble views. They eke out a living by buying paddy by the bullock-load from the *beparis*, employing their own and other women to husk it, and then retailing their purchases in the form of rice. I can assure Government that it is perfectly useless to look for any material help in the present circumstances from the Palamau dealers.

6 The adjoining district of Hazaribagh presents a marked contrast to Palamau in this matter. At Hazaribagh there are several firms of wealthy Marwaris trading directly with Calcutta. As regards shortness of stocks and high prices, the two districts are very much on a par, Hazaribagh if anything being worse off in these respects than Palamau. But for Hazaribagh, I am under no apprehension, for these Marwari traders are fully alive to the position, and although the railway station at Giridih is over 70 miles from the Sadar station by road, yet imports of rice from Calcutta and other places down country are going on briskly. I have figures before me showing importations by these men by rail amounting to nearly  $2\frac{1}{2}$  lakhs of maunds between January and October last. Figures for the subsequent three months have not yet been obtained, but when I was at Hazaribagh a week ago, they informed me that they then had from 8,000 to 10,000 maunds, just arrived, at Giridih, including a consignment of between 300 and 400 maunds of Burma rice. This may be taken as an example of what would now be happening in Palamau if we had dealers there to do the work for us.

7 And I now find that we can furnish ourselves with such dealers if we offer a reasonable inducement. Several of the large Gaya dealers to whom I yesterday spoke on the subject are willing to at once establish agencies at Daltonganj for the importation of Burma rice, if Government will consent to give a certain bounty per maund on such rice laid down there. I strongly recommend this scheme for favourable consideration. The rate I would suggest is 8 annas per maund. This will about cover the cost of cartage from Gaya, and will go towards placing the Palamau hats, as regards selling prices, more on a level with the districts of Bihar which are all traversed by the railway. There will still be an advantage in the case of the latter districts, as they are all much better off as regards interior communications than is Palamau, but the great inequality which now exists will in part, at least, be removed. In a year or two after the Branch Railway to Daltonganj has been constructed, there will be no need of any artificial aid of this kind. Meanwhile, however, Palamau is exceptionally situated, and a remedy of an exceptional kind is necessary.

8 The scheme I have ventured to suggest has to my mind the following advantages —

- (1) It makes the trade do what we shall otherwise have to do ourselves. The alternative is to force every one who cannot find food in exchange for his money on to our relief works, where he knows that he can find a supply. We shall have to make correspondingly large imports, and to undertake the whole work of distribution. It is true that we may be able to do this by means of contractors. But, as will be gathered from what I have before said, Palamau is particularly unfortunate in this respect, and we may find that we shall have to import the contractors as well as the rice. We shall at any rate give ourselves and a certain proportion of the persons we relieve a great deal of quite unnecessary harassment.
- (2) There seems no reason why Government should incur the entire cost of feeding (on its relief works) a more or less large residuum, who would prefer to feed itself at a cost to Government of only  $\frac{1}{10}$ th or  $\frac{1}{10}$ th of such entire cost.
- (3) If, as I propose, we leave the work to the trade, it will feel the pulse of the market much better and more quickly than we can do so. Matters will speedily adjust themselves. If there is *no* real scarcity of stocks, prices will at once fall, and imports, notwithstanding the bounty of 8 annas, will forthwith cease, for immediately the price at Daltonganj falls to that at Gaya, the risk and trouble (though we practically pay the cartage) will turn the scale. If there is real scarcity, prices at Daltonganj will continue to rule higher than at Gaya, and imports will go on. These are the exact results we wish to get, and the trade can get them for us much better than we can do ourselves.
- (3) The tendency amongst traders is to buy supplies as close at hand as possible. Palamau is now draining the outlying parts of Gaya district near to its borders. Our object is to introduce a stream of sea borne food *through* these affected tracts. The Collector of Gaya very reasonably objects strongly, in the interests of his own district, to what is going on. I entirely agree with him, and my proposal will help to put a stop to it.

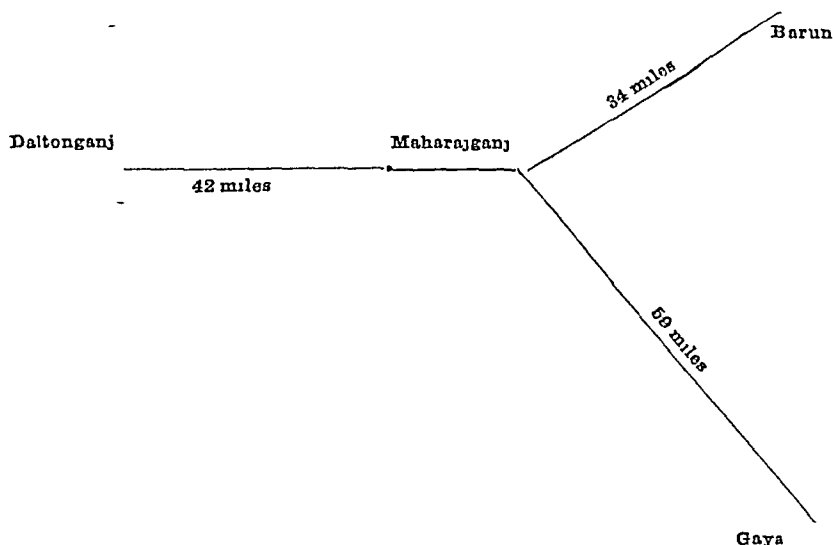
9 I consider that Government will be perfectly safe, as regards being in any way "rushed," in adopting my present proposal. As pointed out in paragraph 8 (3) above, claims on account of bounty will very soon disappear, if it is not needed. It will quickly die a natural death, moreover, the means of transport are limited. If the traders are able to engage 1,500 carts, they will do better than I expect. At 15 maunds per cart and two trips in a month, some 45,000

maunds per mensem will be their outside achievement. The great advantage, however, will be that the test of what we have to expect will be an unfailing one. Within a couple of weeks or so we shall, for the time at least, have gauged the situation. Afterwards, as scarcity increases or subsides, so will the operations expand (so far as means permit) or contract. In conclusion, I beg very respectfully to press upon Government the risk of further delay in gauging the situation and applying the requisite remedy. The scheme I propose will do both more quickly and cheaper, and with less disturbance to trade than any other plan that I can think of.

10 As regards a provision of supplies for relief works, I beg to submit a Note (Appendix III) of the communications I have held with the dealers at Daltonganj, Hazaribagh and Gaya, and with Messrs Radford and Company the Steamer Agents at Dehri. I note that it was said, in conversation with yourself this morning, that I might conclude a contract with Messrs Ganesham Dass and Chuni Lall of Gaya for the immediate supply of 10,000 maunds of Burma rice, on the terms settled with them yesterday by the Collector of Gaya and myself, for the supply of grain for payment of wages on relief works in kind if necessary.

If the proposals now submitted are accepted, it will, in my opinion, be unnecessary for Government to import at all, and I think it preferable that they should *not* do so, as then doing so will no doubt act in checking all hope of a private trade springing up between Daltonganj and the Railway at Gaya, and this is what we wish to establish and stimulate.

NOTE — My method of checking the import of Burma rice for payment of bounty at Daltonganj will be as follows —



This sketch shows relative positions of Daltonganj, Maharajganj, Barun and Gaya. The Burma rice can only be imported *via* Barun or Gaya. By either route it passes through Maharajganj to get to Daltonganj. At Maharajganj an officer of the rank of Sub-Deputy Collector or kanungo will be stationed. The merchants will be notified that each consignment of Burma rice on which they intend to claim bounty must be checked by this officer. He will send the advice of each consignment, giving number of bags and weight (one rule will be that the bags must be uniform and hold two maunds each) to Deputy Commissioner of Palamau. As each consignment reaches Palamau, it will be reported by the merchants' agent to the Deputy Commissioner, who will be responsible, for seeing that the consignment agrees with the advice, and, on being so satisfied, will pass the bill for payment of the bounty.



If considered necessary, the officer at Maharajganj can mark the bags with a stamp, and stencil-plate the date, and the Deputy Commissioner at Daltonganj can erase the stamp and date with a paint brush

I apprehend no practical difficulty The distance (42 miles of difficult road) between Maharajganj and Daltonganj is too great to make it worth any one's while to take rice all the way back again from Daltonganj to Maharajganj, and in again to Daltonganj in order to get bounty twice on the same package

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No 577-F, dated Calcutta, the 15th February 1897

From—T W HOLDERNESS, Esq, C S, Deputy Secretary to the Government of India,  
Department of Revenue and Agriculture,

To—The Secretary to the Government of Bengal

I AM directed to acknowledge the receipt of your letter No 381 (Famine), dated the 11th February 1897, in which the approval of the Government of India is asked, for reasons stated, to the proposed grant, by the Government of Bengal, of a subsidy to traders of 8 annas a maund for all rice imported into the Palamau District and passing through Maharajganj between now and the end of March

2 Enquiry has convinced His Honour the Lieutenant-Governor of Bengal that in the Palamau District there is a real danger that the local supply of food will run out owing to the inaccessibility of the district and to the inertness and inexperience of the local traders, and His Honour is satisfied that some action in assistance of the local machinery is necessary. The case therefore falls within the conditions which in paragraph 159 of the Famine Commission Report are held to justify intervention, and, as stated in paragraph 10 of the Government of India's letter No 104 F, dated 4th January 1897, the Lieutenant-Governor has full discretion to take such measures as may in his opinion be necessary to stimulate trade The action proposed to be taken on the facts reported by the Commissioner of the Division has the concurrence of the Government of India.

79687

No 3600 G, dated Indore Residency, the 10th April 1897

From—LIEUTENANT-COLONEL D W K. BARR, CSI, Agent to the Governor-General in Central India,

To—The Secretary to the Government of India, Foreign Department

In continuation of my letter No 3493 G, dated the 9th April 1897, I have the honour to forward, for the information of the Government of India, a copy of a letter No 30, dated the 5th April 1897, and of its enclosure, from Lieutenant-Colonel A P Thornton, reporting on the administration of famine relief in the Baghelkhand Agency.

2 I have forwarded a copy of Lieutenant-Colonel Thornton's note to the Political Agent in Baghelkhand, and have directed him to furnish a report showing to what extent Colonel Thornton's suggestions have already been given effect to.

3 I will refrain from further comment on Colonel Thornton's note until I receive the report called for from the Political Agent in Baghelkhand.

*1176*

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No 30, dated Ajmere, the 5th April 1897.

From—LIEUTENANT-COLONEL A P THORNTON, on Special Duty,

To—The 1st Assistant to the Agent to the Governor-General in Central India

I have the honour to forward, for the information of the Agent to the Governor-General, a note on famine relief measures in Baghelkhand as observed by me during my recent tour of inspection in the States under that Agency with such suggestions as I have to offer

*1177*

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*Note on my tour in the Baghelkhand Agency.*

I remained on tour in the Agency from the 31d to the 17th March inclusive, during which time I visited and inspected a large number of relief works in the famine affected districts of Rewa and also in the smaller States of Nagode and Kothl. I was throughout accompanied by the Political Agent in Baghelkhand and by the chief officials in each State. At Rewa a conference was held in the presence of His Highness the Maharaja, at which the whole of the relief operations then in progress throughout the State were discussed, and arrangements to meet any future increase in distress settled with the approval of His Highness.

Similarly at a visit paid to the Raja of Kothl, the condition of the people and the various kinds of relief then being given to relieve distress and support the agricultural population until the ensuing kharif harvest were explained by the Dewan, and such changes in the organization or conduct of the relief works inspected by us as seemed advisable were accepted by the Darbar.

2 Throughout the Agency there was unmistakable evidence of very general and in parts severe distress, but the great efforts made by all the Darbars except in the case of one or two of the smaller Chiefships to carry out a well organized system of famine relief had, under the advice and personal direction of the Political Agent, gone far to bring the distress under control and to furnish all the relief possible under the circumstances. As regards the future it was evident that a considerable increase in distress was inevitable in the Teonthur and Berdi Pergannas of Rewa, whilst it was probable that, owing to the insignificant amount of irrigation and the smallness of the area under dry cultivation, the rabi harvest, although good in parts, would not suffice to support the labouring classes, until the kharif even in those districts where relief works had not yet been found necessary. The provision of funds to

meet this increased expenditure had received due attention, but some difficulty may be anticipated in providing competent supervising establishment as relief works become more numerous. The Rewa Darbar had utilized with much success all the available Sikh and Rajput officers of the State troops as Superintendents of relief works, and in the event of external assistance becoming unavoidable, I think the Government of India might be asked with advantage to lend the services of selected Sikh or Rajput Native commissioned or non-commissioned officers for employment as Relief Superintendents.

A { Although the Rewa State has in its service one or two capable native engineers, the absence of a European engineer officer for the Baghelkhand Agency threw much of the administrative work of this branch of famine relief operations on to the Political Agent, and I think his hands would be much strengthened, and the excessive strain under which he is now working be materially relieved, if a European engineer officer could be appointed to the Agency. It is possible that some assistance might be given by the Executive Engineer recently appointed to the adjoining Bundelkhand Agency if he could spare the time from his own charge.

3 The organization and management of all the poor-houses inspected by us throughout this Agency were excellent, and relief hospitals and dispensaries had been established wherever required in the neighbourhood of relief works. All these institutions were under the direct administrative supervision of the Agency Surgeon, Surgeon-Major Gimlette. It was mainly due to the energy and experience of this medical officer that the severe outbreak of cholera which threatened to disorganize the whole relief organization of the Rewa State was successfully dealt with, and has now been localized and brought under control. The one suggestion I have to make with regard to the poor-houses is that some form of compulsory labour of a suitable kind should be more generally enforced. Spinning, weaving, rope and basket making, and possibly stone breaking could with advantage be carried on, and owing to the large number of persons in receipt of this form of relief should bring in a substantial profit to the State.

B { 4 Of all the States in this Agency that most affected by famine and at the same time the most difficult to administer, both from its great extent and from the inaccessibility of some of its outlying districts, as regards relief operations is undoubtedly Rewa. Distress more or less severe has occurred throughout the State, the area of which is 13,000 square miles with a population of 1,500,000 persons. The percentage of those in receipt of relief at the time of my visit was nearly 5 per cent, the total number including those in receipt of relief from Ilakadais being over 68,000.

Of a total normal cultivated area of approximately 3,767,000 acres, the full kharif area of 2,171,000 acres had been cultivated in 1896 and had produced an average crop of 7 annas in the rupee, the maximum being 10 and the minimum 4 annas.

For the rabi only 383,000 acres, out of a normal area of 1,595,000 acres had been brought under cultivation. The irrigated area was insignificant in amount being given as only 2,000 acres cultivated chiefly for opium and vegetables.

The estimated outturn of the standing rabi crop was 15 annas in the rupee on the area cultivated or about 4 annas on the normal area.

The condition of the agricultural population varied from fair to bad. Up to the time of my visit the landholding classes generally had managed to support themselves, and so far as could be judged were not suffering from actual privation, the same remark applies to the village trading class. The labouring class showed unmistakable signs of distress, which had become acute in Teonthur, the worst of the tahsils visited. The village menial and pauper classes had as usual suffered the most, and most of the emaciated famine-stricken people found in the poor-houses belonged to these classes.

Whilst the labouring class and some of the smaller landholders had either emigrated or were employed on relief works. It was stated that the total number of persons who had emigrated from the State amounted to 13,250 only, whilst about the same number had left their villages to earn a subsistence elsewhere in the State. I do not think these figures can be relied on. It is, however, pretty certain that the stream of emigration was first checked by the opening of the Rewa-Sutna railway construction and other relief works in the neighbourhood of the capital, and a large number of fugitives from remote portions of the State are still employed on these works. The opening of relief works in sufficient numbers in all the tahsils in which they were required has relieved the pressure on the railway and other works first opened, and the provision in advance of new works to be taken up as the old works are completed, has received attention and continuous employment should thus be given to all in need of relief.

The one class which requires some special consideration is the better class of landholders, who have hitherto supported themselves, but who have now, in the worst districts at least, begun to feel the pinch of distress. A considerable number of these in the Teonthur tahsil petitioned for advances of money to enable them to tide over the interval until the kharif crop was cut, and similar applications were received from a deputation of landholders from the Berdi district. So far as I could ascertain, the applicants were persons of respectable position and in a solvent condition, but owing to the absence of the professional money-lending class which is a marked characteristic of these Central India States, they were unable to get advances on credit. Under these circumstances, I think that rather than drive these ordinarily well-to-do people on to relief works to which they are extremely repugnant, it would be sound policy for the Darbar after due enquiry to make such advances as were necessary to the landholding class in the districts most severely affected on such terms as to interest and repayment as might be reasonable.

B { The supply of food-grain was everywhere found to be sufficient for the requirements of the population, and a large import trade was being carried on. Most of the grain imported was rail-borne, and its original place of production could not be ascertained, but no doubts could be elicited as to a constant and sufficient supply being maintained. The transport of grain for the requirements of some of the inaccessible portions of the State and especially of the Berdi district, after the commencement of the rainy season, was admitted to be difficult, but the provision of a sufficient stock for both the food and seed requirements of the district before the roads became impassable was under consideration by the Darbar.

Owing to the large tracts of forest land below the Kvmore range, which form part of the State, no insufficiency of pasturage for cattle was to be apprehended, and it had been arranged to throw these State forests open for grazing if need arose.

The districts in which a still severer degree of distress may be anticipated are beyond question the Teonthur and the Berdi tahsils, but this contingency has been foreseen by the Darbar and ample provision made to meet it.

A { The chief difficulty likely to be felt is the insufficiency of superintending establishment for relief works and the want of effective engineering supervision and direction, to obtain this, as already remarked, I think the assistance of the Government of India might be obtained.

5 The Nagode State being under the direct superintendence of the Political Agent has been most satisfactorily administered as regards famine relief.

Of a total population of 84,000 persons, 4,614 were employed on relief works, and 1,074 were in receipt of gratuitous relief in poor-houses at Nagode and Unchehra.

Out of a total normal cultivated area of about 99,000 acres, approximately one-half had been cultivated for the kharif of 1896, and an average crop at 8 annas in the rupee had been secured.

Only 17,000 acres or about  $\frac{1}{3}$  of the normal area had been cultivated for rabi, of which only 500 acres were irrigated. The estimated outturn of this crop was 10 annas in the rupee on the actual or about 4 annas on the normal area

Any severe degree of distress had, as in other parts of the Agency, been limited practically to the labouring, menial and pauper classes. The system of relief works as well as of gratuitous relief was being administered in accordance with the principles approved by the Government of India and any probable increase in the numbers requiring relief had been provided for

The condition of the cattle was satisfactory, and pasturage was reported to be amply sufficient.

There was no deficiency in the grain supply, and fresh stocks were being imported by rail through Sutra and Unchehra in large quantities.

The only suggestions I have to make is that light labour of some profitable kind should be enforced at the poor-houses, and that where possible wages on relief works should be paid on the piece work or "cowrie" systems

6 The small Chiefship of Kothi was visited, and the relief works in progress inspected by the Political Agent and myself

The total population being 22,655, the number stated to be in receipt of relief was 1,666, of whom 1,570 were on relief works, and 96 in poor-houses

Of a total normal cultivated area of 11,500 acres, 7,500 had been cultivated for kharif and had produced a crop valued at 6 annas in the rupee, 2,890 acres or  $\frac{5}{8}$  of the normal area had been cultivated for rabi, and the estimated outturn was stated at 4 annas in the rupee, but from the inspection of the standing crop made by us I think that from 6 to 8 annas would be a fairer estimate

The people seemed to be in better condition than in the adjoining States, and the Chief and his Dewan had evidently been administering relief liberally in the patriarchal spirit without any great regard for Famine Codes

A number of "kacha" wells had been constructed from advances made by the Daibai and had successfully irrigated a considerable area of flourishing crops. With the exception of these wells, the State contains no irrigation whatever, and the satisfactory result of this new departure will doubtless lead to an extension of the system from which some of the larger States might well take a lesson

7 Of the remaining States under the Agency, I have no personal knowledge, but from the statistics furnished by them through the Political Agent as well as from communications made by him, I gather that famine relief operations on a considerable scale have for some time past been carried on in each, and that no very great increase in the numbers in receipt of relief is anticipated. The States in question are Maihar and Sohawal and Baraunda, the jagus of the Kalinjar Chaudes, viz, Paldeo, Taraon, Bhaionda, Pahra and Kamta, and the petty Chiefship of Jaso. With the exception of the Sohawal State where financial difficulties (to obviate which a loan was under negotiation) had prevented sufficient relief being given, the Political Agent was of opinion that all existing distress in these portions of his charge had been brought under control, and that whatever further relief measures might become necessary could be provided without difficulty

No 1370 I -A , dated Simla, the 13th April 1897.

Endorsed by Foreign Department

From the Agent to the Governor General in Central India, No 3600 G , dated the 10th April 1897, with enclosure

A copy of the foregoing is forwarded to the Revenue and Agricultural Department for information

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No 1582 I -A , dated Simla, the 26th April 1897

From—CAPTAIN H DALY, C I E , Deputy Secretary to the Government of India, Foreign Department,

To—The Agent to the Governor-General in Central India

I am directed to acknowledge the receipt of your letter No 3600 G , dated the 10th April 1897, forwarding Lieutenant-Colonel Thornton's report on the administration of famine relief in the Native States of the Baghelkhand Agency

2 In paragraph 4 of his report Colonel Thornton mentions that the Rewa Darbar had under consideration the provision of a sufficient stock of grain for both the food and the seed requirements of the Berdi district before rain renders transport difficult. The Government of India have no reason to fear that the food-supply of the Berdi district is in danger, but I am to

From the Secretary to Government, Bengal, No 381, dated the 11th February 1897, with enclosures

To the Secretary to Government, Bengal, No 577 F, dated the 15th February 1897

forward, for your information and for communication, if you see fit, to the Rewa Darbar, a copy of the correspondence marked in the margin, regarding the grant of a subsidy for rice imported into the Palamau district of the Bengal Presidency.

3 The Government of India will be glad to receive your comments on Colonel Thornton's report

No 1583 I -A

A copy of the foregoing is forwarded to the Revenue and Agricultural Department, for information, in continuation of the endorsement from the Foreign Department, No 1370 I -A , dated the 13th April 1897.



Famine

Diary No 279-I (a).

No 4504 G, dated Indore Residency, the 11th May 1897

From—LIEUTENANT-COLONEL D W K BARR, CSI, Agent to the Governor-General in Central India,

To—The Secretary to the Government of India, Foreign Department

IN continuation of my letter No 3600-G, dated the 10th April 1897, I have the honour to submit, for the information of the Government of India, a copy of a letter No 151-C, dated the 3rd May 1897, from the Political Agent in Baghelkhand, together with a copy of its enclosure (a translation of a proclamation regarding the terms on which loans and advances would be granted by the Rewah Darbar to land-holders), furnishing a report on the extent to which suggestions made in Colonel Thornton's note on the administration of Famine Relief in the Baghelkhand Agency have been given effect to

2 Colonel Thornton spent 15 days in the Baghelkhand Agency, during which time he inspected a large number of relief works in the famine affected districts of Rewah and in the States of Nagode and Kothi. The general purport of his note is that throughout the Agency there was unmistakable evidence of very general, and in parts severe distress, but that the efforts of all the Darbars, with the exception of one or two of the smaller chiefships to carry out a well organized system of famine relief, had gone far to bring the distress under control, and to furnish all the relief possible under the circumstances

3 The Political Agent, in his letter now submitted, discusses each of the five suggestions made by Colonel Thornton, *viz* —

- (1) Application to the Government of India for the loan of the services of selected Sikh and Rajput commissioned or non-commissioned officers for employment as Relief Superintendents.
- (2) The appointment of a European Engineer Officer
- (3) Suitable compulsory labour in poor-houses
- (4) Relief to the better class of land-holders
- (5) Wages on relief works in Nagode to be paid on the piece work or *cowli* system

4 Captain Pinhey shows that, before Colonel Thornton's visit to Baghelkhand, he had adopted the expedient of employing as Superintendents of Relief Works in Rewah the Sikh and Rajput Officers of the State Cavalry and Infantry, several trained Sub-Overseers recommended by the Principal of the Rurki College have been temporarily entertained, and as the schools throughout the State have been closed for the hot weather vacation, the services of the Inspector of Schools and the higher paid School Masters have also been made available for Relief Works. Captain Pinhey has also applied to the General Officer Commanding Jubbulpore for the services of the native officer and non-commissioned officers of the detachment Bengal Cavalry stationed at Sutna

Moreover, since Colonel Thornton's visit, the Political Agent has been further strengthened in the supervision of Famine Relief Operations by the deputation of Lieutenants Patterson and MacPherson. I consider that the supervising staff is now sufficient, and that there is no necessity at present to apply for further aid in this direction

5. With regard to the suggested employment of a European Engineer Officer, I concur with Captain Pinhey's opinion that, for the reasons given by him, there is no necessity for such an appointment

6 The suggestion of compulsory labour in poor-houses had had, as the Political Agent explains, been anticipated some months before Colonel Thornton's visit (*vide* enclosure to my letter No 927 G, dated the 30th January 1897)

7 I consider that the terms offered in the Proclamation (a translation of which accompanies the Political Agent's letters) for loans to the better class of land-holders are as liberal as it is possible for the Rewah Darbar to make, and that



their acceptance would furnish all the relief which these land-holders can reasonably expect, but, as will appear from Captain Pinhey's report, only a few applications for loans on these terms have as yet been received from land holders, the majority of whom expect the Darbar to advance money for their personal requirements and do not admit their own responsibilities in the relief of their cultivators. I am calling upon Captain Pinhey for a fuller report on this subject, and for details as to the number of land holders in the Teonthur and Berdi Tehsils of the Rewah State who are in straitened circumstances, the number of these who have applied for loans on the terms named, and the amount already advanced by the Darbar.

8 I do not think that Colonel Thornton's suggestion that wages on relief works should be paid on the piece work, or *cowari* system is one that should be adopted, for, as Captain Pinhey observes, the system recommended by Colonel Thornton has no place in the Famine Code, and experience has shown that it is singularly inappropriate to the relief of those who are weak and emaciated and therefore unable to earn sufficient for their actual wants.

9 In conclusion I would observe that Colonel Thornton's note bears ample evidence of the earnest and energetic manner in which Captain Pinhey has devoted himself to the task of directing the Darbars in the administration of Famine Relief. The reports which I have already submitted from time to time give further testimony to the value of his work, and in all that he has done, and more particularly in the management of poor houses, the distribution of medical aid, the suppression of a violent outbreak of cholera on the relief works near Sutna, the Political Agent has received the greatest assistance from Surgeon-Major Gimlette, Agency Surgeon.

It gives me great pleasure to bring to the notice of the Government of India the able manner in which these two Officers, Captain A. F. Pinhey and Surgeon-Major Gimlette, have from the beginning of the distress caused by famine in Baghelkhand, grappled with the difficulties of the situation, and have organized a system of relief which has hitherto proved adequate to the requirements of the afflicted population of the Agency, and of the ultimate success of which I have no reason to doubt.

3/18/97

No 151 C, dated Camp *via* Sutna, the 3rd May 1897

From—CAPTAIN A. F. PINHEY, Political Agent, in Baghelkhand,

To—The 1st Assistant to the Agent to the Governor General in Central India, Indore

I HAVE the honour to acknowledge the receipt of a note on Famine Relief measures in Baghelkhand as observed by Colonel A. P. Thornton during his recent tour of inspection in the States under this Agency, forwarded with your office endorsement No 3759, dated 15th April 1897, and to report as follows

2 I observe that Colonel Thornton, while generally approving of the Famine Relief Operations in this Agency, makes the following suggestions —

I—That as some difficulty may be anticipated in providing competent supervising establishment as relief works become more numerous, the Government of India might be asked with advantage to lend the services of selected Sikh and Rajput commissioned officers or native non-commissioned officers for employment as Relief Superintendents

II A European Engineer Officer should be appointed in order to strengthen the hands of the Political Agent in supervising the work of the two Native Engineers at present employed by the Rewah Darbar

III—Some form of compulsory labour of a suitable kind should be more generally enforced in poor-houses

IV—The better class of land-holders, who have hitherto supported themselves, are now beginning to feel the pinch of distress and their condition requires special consideration

V —Wages on relief works in Nagode should be paid on the piece work or *cowri* system

3 The question of securing the services of a sufficient number of competent officials to take charge of the numerous relief works scattered throughout the Agency has always been a difficult one and caused no little anxiety at first when it was found that the numbers on relief works were increasing far more rapidly than had been anticipated. Before the time of Colonel Thornton's visit, however, the question had been satisfactorily solved by the expediency of utilizing the services of the Sikh and Rajput officers of His Highness' Cavalry and Infantry. At that time the total number on Darbar Relief Works in Rewah was 56,586, and the highest total reached since Colonel Thornton's visit has been 57,959. The increase has, therefore, not been so great as to necessitate any application for the services of any large number of selected native officers from Government, several trained sub-overseers, recommended by the Principal, Rurki College, have been employed temporarily and, as the schools throughout the State have been closed for the hot weather vacation, the services of the Inspector of Schools and the higher paid School Masters have been made available for relief works. I have also applied through the General Commanding at Jubbulpore for the services of the native officer and non-commissioned officers of the detachment of Bengali Cavalry at Sutna during the last few weeks, and I hope to receive a favourable answer in a day or two.

4 As regards a European Engineer Officer for this Agency, I do not consider that there is any real necessity for his services. The only relief work that requires trained scientific supervision is the railway from Sutna to Rewah, and that, at any rate as far as the earthwork is concerned, may safely be left in the competent and experienced hands of the Native State Engineer, Babu Gunga Prasad. This work is now approaching completion, and when the time comes, after the rains, for the construction of bridges and laying the permanent-way, Gunga Prasad is to have the assistance of the East Indian Railway Resident Engineer at Jubbulpore.

Other works throughout the Agency are principally tanks and large bandhs. In Rewah these are being inspected and generally supervised by the other Native State Engineer, Babu Lachman Prasad, who is quite capable of pointing out any defects in their construction and is, in fact, now engaged in remedying these defects in each case and in drawing up plans and estimates for the construction of masonry sluices and weirs after the next rains. It is generally agreed that these large bandhs should be thoroughly consolidated by passing through one rainy season before the waterway is finally closed and pukka sluices are constructed. In the smaller States I am obtaining useful advice in the same way from the Government Supervisor for the Nagode Division, Public Works Department, Babu Radhe Kishon, a very capable official.

5 In the larger poor houses, at any rate, compulsory labour had been enforced for many months before Colonel Thornton's visit, and orders had been issued that light work should be taken from the inmates of all poor houses

• Forwarded with Central India Agency letter No 927, dated the 30th January 1897 throughout the Agency (*vide*\* instructions forwarded with this office letter No 46-C, dated the 20th January 1897)

It is possible that these orders may have been evaded in some of the poor-houses inspected by Colonel Thornton. But light work is now being done in all poor-houses, such as spinning cotton, making ropes and even breaking stones in the case of persons whose only defect is that they have lost the use of their legs through paralysis.

6 The question of loans and advances to the better class of land holders was engaging the earnest attention of the Political Agent and the Darbar during the time of Colonel Thornton's visit, and very soon afterwards a proclamation was issued (copy and translation attached) stating the terms on which loans would be granted. A few applications have been received for advances on the terms of the proclamation, but, as a rule, I find that land-holders are very averse

from giving any *quid pro quo* in return for the sacrifices entailed by the Darbar in finding the necessary funds for these advances at a time when all its available resources are required for direct relief work purposes. The great object aimed at in this proclamation is to try and obtain the assistance of the land holders in starting village relief works in each large village on their own account so as to keep the labouring classes and smaller cultivators at home and ready at hand to plough and sow when the rains come. In most cases, however, these Zemindars expect the Darbar to advance them money merely to keep themselves alive and refuse to help in any way towards relieving the pressure on large State relief works and keeping their own cultivators from starving and wandering away.

7 The piece work or *couri* system has no place in the Famine Code. It was tried, however, on one work in Rewah at the beginning of the famine with the natural result that strong able-bodied persons, many of whom were not in need of relief at all, earned far more than a fair famine wage, while the weak and half starved did not earn nearly sufficient.

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Translation of the proclamation issued by the Rewah Darbar

In addition to relief works and poor-houses the following concessions are offered to subjects of the State as measures of further relief

I—Cultivators and lease holders of "Kothar" villages are permitted to construct bandhs on all lands, excepting "Kher" fields for opium cultivation and "Kachhwar," by employing their own "Harwahas" or other labourers on the system of piece work labour or otherwise, without Darbar's sanction if the land belong to their own "Khatas," or with Darbar's sanction if the land belong to "Sarkari Khata"

II—Loans free of interest for the construction of such works can be had from the Darbar on the following terms—

- (a) That a satisfactory security for the loan is given and repayment promised by two instalments in "Agahani" and "Besakhi" next
- (b) That the works are inspected by Darbar officials who will satisfy themselves that work worth the amount of loan is being done and that there are no serious defects in the system of conducting the works. Directions regarding the system on which the work is to be done and the rate of the wages will be furnished by Darbar officials. A rough account of expenditure of the loan money shall be submitted to the Tehsil every week
- (c) That the Parganah officer, after due enquiry, certifies that more than a hundred rupees will be required in throwing up a bandh and that the well which is to be repaired or the land on which a tank or a well is to be made is undisputed
- (d) That interest on the loan will be excused on condition that general labourers and not only servants of the grantee are employed on the work
- (e) That any tank or a well for irrigation that may be made is not only for the grantee's benefit but also for the benefit of others who will share in the repayment of the loan subject to the payment of reasonable enhancement in rent
- (f) That the money recommended by the Tehsildar will not be paid all at once but in instalments as the work proceeds, and that whenever it is found that sufficient work is not being done or that there are irregularities in the system of work, further payment will be stopped and the amount already advanced will be at once recovered from the grantee or his surety

III—The smaller indigent "Pawayas" can also have loans on payment of interest on the above conditions for opening relief works within the circle of their

“Pawai” villages if recommended by the Parganah Officer, provided repayment is assured by hypothecation of their property free from liabilities of previous mortgage or joint share, or by giving a satisfactory security, and they agree to the inspection of the works by Darbar officials and submission of weekly returns of labourers to the Tehsil

IV —Applications for loans will be received by the Tehsildars from March to end of May and will be forwarded on with his report after due enquiry

V —Loans for providing seed grain will be given free of interest to all including “Pawayas” if the latter agree to advance seed grain to subjects of “Kothar” villages, also on giving satisfactory security and the promise of repayment in “Agahani” next on the following conditions —

- (a) That seed grain worth the amount of loan at the current rate is bought and kept carefully, subject to the examination of the Parganah Officer
- (b) That the grain will be distributed for seed etcetera at the commencement of rains under the Tehsildar’s direction
- (c) The grain thus advanced will be recovered in the harvesting season in the usual way, reasonable help being given by the Tehsildar without exaction of court-fees
- (d) “Barhi” or profit will not be taken by the Darbar
- (e) A commission of eight annas will be given to those who store grain worth 1,000 and of four annas per hundred rupees will be given to those who buy grain for rupees above a thousand

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No 1849-I A, dated Simla, the 15th May 1897

*Endorsed by Foreign Department*

A copy of the foregoing is forwarded to the Revenue and Agricultural Department for information, in continuation of the endorsement from the Foreign

From the Agent to the Governor General in Central India, No 4604 G, dated the 11th May 1897, with enclosures

Department, No. 1593-I A, dated the

26th April 1897

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No 1975-I A, dated Simla, the 26th May 1897

*Endorsed by Foreign Department*

From the Secretary to Government, Bengal, No 381, dated the 11th February 1897, with enclosures

To the Secretary to the Government, of Bengal, No 577 F, dated the 15th February 1897

A copy of the foregoing is forwarded to the Agent to the Governor-General in Rajputana for information.



1897  
FOREIGN DEPARTMENT.

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**INTERNAL A.**

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Pros. June 1897, Nos. 109-121.

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(1) Delay in the submission of famine reports by Lieutenant-Colonel Thornton. (2) Colonel Thornton's report on famine.

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REFERENCES TO FORMER CASES.

<i>Branch, date, and Nos</i>	<i>Brief title of file</i>
Intl A, Feb 1897, Nos 1-91	Reports on famine in Bundelkhand, Baghelkhand and Gwalior
" May " " 386-387	Famine Despatch

REFERENCES TO LATER CASES.

<i>Branch, date, and Nos.</i>	<i>Brief title of file.</i>
Intl A, June 1897, Nos 122-130	Colonel Thornton's report on famine in Gwalior
" " " " 193 214	Immigration into British India from Baghelkhand, Bundel- khand, Gwalior, Bikanir and arrangements made to prevent it
D. No 326 Famine	

(to be continued on back, if necessary)

KEEP-WITHS PRINTED.

- (1) Notes on the case
- (2) Demi official letter

KEEP-WITHS NOT PRINTED.

- (1) List of papers restored to Records
- (2) Proofs, originals and buff notes

GOVT. OF }  
INDIA. }

1897

{ FOREIGN  
DEPT.

INTERNAL A.

JUNE.

Nos. 109-121

BRIEF SUBJECT

- (1) Delay in the submission of famine reports by Lieutenant-Colonel Thornton.
- (2) Colonel Thornton's report on famine.

LIST OF PAPERS

- No. 110 —Tel from the Agent to the Govr-Genl. in Central India, No 2727-G, dated the 16th March 1897—In reply to our tel No 1013-I A, dated the 15th March 1897, states that he has received no reports from Col Thornton Adds that he does not think it necessary to keep him on special duty after the 18th March 1897.
- No 111 —Tel to the Agent to the Govr-Genl. in Central India, No 1058-I A, dated the 17th March 1897—Enquires on what date Col Thornton will reach Ajmere.
- No 112 —From the Agent to the Govr-Genl in Rajputana, No 840-G, dated the 10th March 1897 —Forwards an *ad interim* report by Col Thornton on Bikanir
- No 113 —Enclosure
- No 114 —Tel to the Agent to the Govr-Genl in Central India, No 1087-I A., dated the 19th March 1897—Enquires why reports from Col Thornton were not called for in accordance with our previous instructions, what States he has visited and briefly the results of his inspection
- No 115 —Tel from the Agent to the Govr-Genl in Central India, No 2834, dated the 19th March 1897—In reply to our tel. No 1058 I A, dated the 17th March 1897, reports that Col Thornton will arrive at Ajmere on the 22nd March 1897
- No 116 —Tel from the Agent to the Govr-Genl in Central India, No 2839, dated the 19th March 1897—Replies to our tel No 1087-I A, dated the 19th March 1897, regarding Col Thornton's omission to furnish famine reports
- (Copy of Progs Nos 112-113 to Rev and Agri Dept under endorsement No 1109 I A, dated the 22nd March 1897)
- No 117.—To the Agent to the Govr-Genl in Central India, No 1136-I A, dated the 23rd March 1897—Explains the inconvenience experienced by the non submission regularly of Col Thornton's reports, and requests that steps be taken to supplement the information up to date



Nos.	Brief title of file.	[ 2 ]
No. 118	—	From the Agent to the Govr-Genl in Central India, No 3226-G., dated the 31st March 1897—In reply to our letter No 1136-I A., dated the 23rd March 1897, expresses regret for not calling upon Col Thornton to carry out instructions Adds that our instructions were misunderstood
No 119	—	Enclosure.
No 120	—	From the Agent to the Govr-Genl. in Rajputana, No. 1476-G, dated the 16th April 1897—Forwards comments on Col Thornton's report on Bikanir
No 121	—	Enclosure. (Copy of Progs Nos 119-120 to the Rev. and Agri Dept under endorsement No 1537-I A., dated the 23rd April 1897) (Copy of Progs Nos 109-111 and 114-119 to the Rev and Agri Dept under endorsement No. 2039-I.A., dated the 1st June 1897)

Telegram No 1013-I A, dated Calcutta, the 15th March 1897

From—The Foreign Secretary, Calcutta,

To—The Agent to the Governor-General, Indore

My telegram No 667-I A, February 18th Are you receiving progress reports regularly from Thornton Where is he now and for how much longer do you consider it will be advisable to keep him on special duty ?

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Telegram No 2727-G, dated Indore, the 16th March 1897

From—The Agent to the Governor General, Indore,

To—The Foreign Secretary, Calcutta

Your telegram No 1013-I A, March 15th I have received no progress report from Thornton since he entered Central India, he is now at Rewah I do not think it is necessary to keep him on special duty after 18th March, by which date he will, I understand, complete his inspection I have asked him to come to Indore on his way to Ajmere, in order that I may learn something of the result of his progress through Central India

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Telegram No 1058 I A, dated Fort William, the 17th March 1897

From—The Foreign Secretary, Calcutta,

To—The Agent to the Governor-General, Indore

Your instructions to Thornton to meet you at Indore before proceeding to Ajmere are approved Please inform me after you have seen him and obtained the information you require, by what date he will reach Ajmere

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No 840-G, dated the 10th March 1897

From—R J CROSTHWAIT, Esq, CSI, Agent to the Governor-General in Rajputana,

To—The Secretary to the Government of India, Foreign Department

With reference to your telegram No 667-I A, dated the 18th February 1897, I have the honour to submit, for the information of the Government of India, a copy of a letter from Lieutenant-Colonel A P Thornton, submitting an *ad interim* report on famine relief operations and the present condition of the people employed on relief works or receiving gratuitous relief in Bikanir

\* No 12, dated the 18th February 1897

2 Colonel Thornton's proposals, as contained in the report now submitted, were not received by me until after I had visited Bikanir, but I am now consulting Colonel Vincent From enquiries I made, I think that adequate relief is being provided The Ghaggar Canal work will be the main relief work, and that will be managed by the engineers of the Punjab Public Works Department

The Agency Surgeon has visited the canal works, and made the necessary hospital arrangements Owing to the nature of the Bikanir country, it is not possible to provide relief by the construction of roads or, with the exception of the Ghaggar project, remunerative irrigation works It is useless to make roads over the sands, and there are few places in which a tank, which will retain water, can be constructed

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No 12, dated the 18th February 1897

From—LIEUTENANT-COLONEL A P THORNTON, on Special Duty,

To—The First Assistant Agent to the Governor-General in Rajputana (through the Political Agent, Bikanir)

With reference to your office letter No 5261-G, of the 19th December 1896, and subsequent instructions, I have the honour to submit, for the information of the Agent to the Governor-General, the following *ad interim* report

on famine relief operations and the present condition of the people employed on relief works, or receiving gratuitous relief in the Bikanir State with a forecast of the probable number of persons for whom the Darbar will have to provide in the immediate future, and a summary of the measures which appear advisable for the adequate supply and economical control of relief operations throughout the State

2 My visit to Bikanir extended from the 1st to the 15th January inclusive, during which interval I was enabled through the courtesy of the Darbar to visit and inspect the relief centres at Gujner and Utrangdesar, on which the distressed classes in the Southern and Central Tehsils of the State are employed, and subsequently, in company with Colonel Vincent, the Political Agent, to tour through the North-Eastern and Northern Tehsils, during the course of which the relief centres at Jagiwala and Pephana and the relief project connected with the canalization of the flood waters of the Ghaggai river on the Bikanir-Susa border were visited and carefully inspected

3 Before proceeding to report on the various points laid down in your letter above quoted, I desire to acknowledge the great assistance I received from Colonel Vincent, the Political Agent, Rai Bahadur Pandit Raghobar Singh, the Officiating Vice-President of Council, and from all the Revenue and other officials of the State with whom I had to do, both in facilitating enquiry and in affording information regarding the extent of the distress and the conduct of relief operations, and also in compiling statistical returns connected with the various relief measures then in progress

4 As regards the condition of the grain stocks and arrangements for replenishing them, I should first state that, after the most careful enquiry, I was unable to find that any present or prospective failure in the supply of grain sufficient for the requirements of the population in any portion of the State need be apprehended. Although the actual stocks of grain in the possession of the more well-to-do cultivators and other respectable persons cannot be ascertained, there was every indication that these classes had made due provision for their wants, until the next harvest should enable them to replenish their granaries. Similarly the grain merchants had evidently completed their arrangements for the maintenance of the supply necessary for their business, and were prepared to meet all ordinary demands without difficulty either from stocks in hand or by import. I found a brisk import trade in food grains being carried on in the city of Bikanir, the whole of this was rail-borne and consisted (at the moment) chiefly of wheat and bajra from Biloria in Marwar. The total import of food-grain into Bikanir city by rail, between the 1st April and 30th November 1896, amounted to approximately  $3\frac{1}{2}$  lakhs maunds and there had been no exports during the same period. In the northern portions of the State, the grain sold in the villages and used at relief centres consisted almost entirely of jowar and gram imported through Sirsa and Hissar in British territory, the jowar was a red variety stated to be grown in Sind, whilst the gram came from the Punjab. The above grains were being imported freely, and I could nowhere find any apprehension that the supply would fail, *provided* no substantial failure of the rabi crop now standing in those districts from which the Bikanir State is ordinarily supplied occurs.

5 The rabi area throughout the Bikanir State, even in ordinary years, has been estimated not to exceed some 15 to 20,000 acres, and during the present year it is quite insignificant, as the prospects of a crop on the barren or unirrigated area are very remote. The irrigated rabi area is confined to a small portion of the extreme eastern portion of the State in the Sujangarh Nizamat and to the area inundated by the Ghaggai which is much less this year than usual. The construction of the Ghaggai inundation canal will bring a largely increased extent of land under irrigation, and will prove of immense benefit to Bikanir, both as regards increased revenue and as a protection against famine. It is estimated that the total cultivated area in the State amounts to 40 lakhs of bighas, of which about half a lakh only is cultivated for rabi, of the remainder, which was cultivated for kharif in 1896, some 5

lakhs of bighas produced a crop not below 5 annas in the rupee of an average crop, whilst the remainder either failed entirely or produced less than a 5-anna crop. This very serious failure of what is practically the one harvest in the year, coupled with the insufficiency of fodder and water resulted in a very considerable emigration from the tahsils most affected and in a number of cases whole villages were deserted.

6 This emigration was checked by the opening of relief works on an extensive scale during the month of October, at which daily wages were paid in grain on the highest scale laid down in the Famine Code.

It was soon found that the high rates given attracted a large number of persons who had other means of subsistence, and on the reduction of the rates to the minimum famine scale and owing to the stricter supervision exercised as regards the enforcement of task work, the rush on to the works was checked. The average daily number of persons employed on six works at the time of my visit amounted to 14,000. No estimate can be formed of the number of persons who emigrated from the State, but it has been ascertained that approximately 5,000 Bikanir subjects were employed in January on the British relief works at the head works of the new Ghaggar Canal works near Sinsa, and 2,000 Bhiwani in the Hissar district. As these two amounts represent the whole of the Bikanir emigrants who are known to have come upon relief works outside the State, it may be presumed that the remainder, the number of which must be considerable, have found means of support and are unlikely to require relief. This migration occurs annually, though of course to a smaller extent, and is due to the absence of rain cultivation in Bikanir, which leads large numbers of cultivators to resort to neighbouring States and British districts bordering the Indus and Sutlej rivers to cultivate land as "pahi-kasht" tenants.

7 Of the six relief centres open at the time of my visit, I was able to thoroughly inspect four and to obtain detailed information regarding a fifth. I also collected valuable statistics relating to the condition and prospects of 10 of the principal villages visited during my tour. Of the four relief works visited by me only one, viz, the extension of the railway from Bikanir to Lonkaranasar, of which the portion then under construction was near Utrangdesar at a distance of some 25 miles from Bikanir, can be called a remunerative work, the remaining three, though of a useful character, being the enlargement and re-excavation of tanks at Gujner, Jogiwala and Pephana, will not directly repay the sums now being expended on them by any increase of revenue to the State.

8 All the relief works open in the State were being carried on under the Famine Code Rules under the immediate control of the State Revenue Department. Payments for work of all kinds as well as gratuitous relief were distributed daily in grain on the minimum scale fixed by the Abstract Famine Code for Native States. The arrangements for the regular supply of grain to each relief centre and for its daily distribution to each person in receipt of relief were excellent and economical. Contracts had been given to substantial dealers in grain for a constant supply of the cheapest suitable food staples, of which delivery was taken as required on the works at a fixed percentage of profit on the invoice price of each consignment, plus the cost of carriage at a contract rate. All the grain I saw was of good quality.

The daily distribution of wages and gratuitous relief was carried out on a regular system, which ensured accurate accounts of the expenditure incurred from day to day, and prevented delay or confusion in the receipt by each person of what was due for the day.

9 The defects noticed were due partly to the natural difficulties of the State, viz, the barrenness of the country, the remoteness of the relief centres from the controlling authority at the capital, and the absence of any means of rapid communication of reports and orders by post or telegraph, but they were also partly attributable to insufficient enforcement of the precautionary

measures advocated by the Code, and to the absence of systematic and responsible supervision and control by district and departmental authorities of relief works. In October last the Darbar issued an order to the effect that all the ordinary public works throughout the State should either be closed or be continued as famine relief works. The effect of this order was to throw out of gear the valuable organisation of the Public Works Department, under which much work suitable for relief purposes was being carried on under the departmental system of petty contract with economy to the State, and at the same time was giving employment to a large number of persons, whose earnings depended on the degree of industry they displayed.

The whole of the relief works I found in progress had been made over to the almost undivided control of the Revenue Department, and although the individual zeal and ingenuity of the officials of the Department by whom the works were directed and supervised deserves praise, the results obtained were not altogether satisfactory, as owing to want of experience and the absence of plans and estimates, together with insufficient and untrained subordinate establishments, no effective system of task work or of payment by the amount of work done was being enforced, and consequently the provisions of the Code for regulating the scale of wages to be paid or of testing the real condition of the persons seeking employment on the works had not been applied.

Similarly the provision of shelter for relief workers, for those receiving gratuitous relief as well as for relief hospitals and poor-houses, had been left to the discretion of the subordinate revenue and medical officials in immediate charge of each relief centre, the result being the arrangements made were inadequate and had given rise to much unnecessary inconvenience and in some instances serious hardship.

10 To remedy as far as possible the above defects as well as to make preparation for any future increase of distress or other emergency, I would advise that the existing system, under which State famine relief operations are being administered and controlled, should be reconsidered and reorganized, and that each of the State Departments concerned should, in accordance with the principles of famine relief contained in the Abstract Famine Code, be invested with responsible authority and hold executive charge of the duties assigned to each department in connection with all relief works throughout the State. The duties of Central Officer, as defined by the Code, have hitherto been performed by the Vice-President of the State Council, but his appointment, as well as that of all famine relief officers in executive charge, should, I consider, be formally notified by the Government of the State and published for general information.

11 The Central Officer should have absolute authority to act at once, without reference to the Darbar, in all matters connected with the administration of the Famine Code, which may be reported to him by any famine official or which may otherwise come to his knowledge. The control exercised by the Darbar over this officer or central authority, as the case may be, should be financial and administrative only. I attach the greatest importance to this point, as I have throughout my tour found that where the Famine Code was nominally in force, the Central Officer had not been given sufficient independent control in relief matters, and consequently his direct responsibility for prompt action in all cases of emergency, or where an immediate decision on any reference was required, could not be enforced. I consider that the Central Officer should have the right of personal communication with the head of the State and with the Political Officer accredited to it by the Government of India whenever he may require support or advice, and further all Public Departments throughout the State should be strictly compelled to render any assistance they may be called upon to give by the Central Officer without previous reference to higher authority. I need hardly say that the careful selection of the officer appointed as the central executive authority in each State in all famine relief matters is of the very highest importance. The two officials most eligible for the post by virtue of their rank, special knowledge of the country, and influence with the executive officers of the State, are the

Minister, Chief Member of Council, Dewan or whatever the appellation of the highest civil officer in the State may be, and the Chief Revenue official of the State. In Bikanir the Officiating Vice-President of the Council has been invested with the duties of Central Famine Officer, although not officially appointed as such, and the Revenue Superintendent acts as his deputy.

12 Both these selections are good, but the organization required to secure the really effective application of the principles contained in the Famine Code will not be complete, unless the State Engineer and the Agency Surgeon, as principal medical officer of the State, are also officially appointed as Deputy Famine Officers, with responsible authority and control within their own spheres over all famine relief operations, subject to the orders of the Central Famine Officer, to whom they will be directly subordinate in all matters connected with the special duties of famine relief superintendence.

Famine relief operations will thus be divided into three executive branches, viz —

(1) Under the State Engineer, who will be responsible for and direct the preparation of plans and estimates of relief works in advance, the immediate direction and control over all works sanctioned and carried out, with discretionary powers as to whether such works should be carried out as ordinary works on the petty contract system, or as famine relief works on daily payment either under the task work system or by payment according to actual work done each day or by a combination of the above. The experience I have gained during my tour of the very great difficulty of carrying out effectively in Native States the rather intricate system contained in the Famine Code for the classification of labour and for the enforcement of an adequate task for the daily wage paid, has convinced me of the great advantage of continuing the ordinary departmental system of carrying out large earthworks by petty contract at the usual rate, subject to certain modifications to meet the requirements of each case. Such modifications include the enforced maintenance by all petty contractors, or by the departmental agency if no contractors are employed, of complete nominal registers showing all payments made, either as advances or in final settlement of account, to each gang or person employed, or, in the case of daily payment on the "Cowrie" system, of the actual sum earned by each relief labourer day by day. The regular scrutiny of these registers and accounts by the departmental official in charge and by all inspecting officers should be carefully carried out, and all instances of gangs or individuals, who do not earn an average subsistence wage of say the equivalent of 12, 10 and 8 chittacks of grain a day for men, women and children respectively, should be noted and reported weekly to the Departmental Famine Officer. In all large earthworks certain pieces of light easy labour are to be found, and these should be reserved for the employment of those persons who are unable to earn the minimum famine wage on the harder portions of the work. The extension of the "Cowrie" system is also recommended as furnishing an automatic classification of the persons employed on each work, as well as ensuring the absolute cash payment to each labourer of the value of the work done each hour of the day. The system is popular and is commonly applied by contractors for earthwork. In recommending the adherence to the ordinary petty contract system in the carrying out relief works, it must, however, be clearly understood that the Superintending Officer should invariably regulate and see enforced the rates paid by the contractors to their labourers, and should demand the strictest compliance with orders as to daily payments, either in whole or on account or on the "Cowrie" system as a condition of the contract. This rule of daily payment should also be strictly enforced when relief labour is employed and paid departmentally instead of through contractors. It is, I find, the custom to retain a portion of the pay of each person employed departmentally on daily labour until the accounts have been passed, but this should not be allowed on relief works, and daily payment on the "Cowrie" system or by measurement should be invariably followed. The "Cowrie" system cannot, of course, be applied to excavation, but where the ground is suitable, ploughs can economically be used to turn up the ground, and the whole of the relief labourers can then be employed as carriers on the "Cowrie" system.

The entire control over relief works and of the distribution, supervision and payment of all labourers employed on them should rest with the officials of the State Engineering Department, subject only to the orders of the Central Famine Officer. If it is thought advisable to continue payments in grain instead of in cash, and the system has under local conditions some advantages, the supervision and responsibility for the actual distribution of the grain should rest with the State Engineer and his subordinates. The existing system of contracting for the supply and conveyance of grain required on relief works seems to work well and might be continued.

13 (2) The duties and responsibilities of the Revenue Department Famine Officer are also varied and great. Hitherto the entire burden of the management of relief works has rested on him, but, as stated above, I recommend that those duties should be shared with him by the State Engineer and the Agency Surgeon. He will, however, still be responsible for the food and water-supply, sanitation and shelter of each relief works camp, and for the registration of all persons seeking relief of any kind and for the arrangements for drafting labourers from camp to camp. The supervision of all persons receiving gratuitous relief and of all poor-houses is another important item. The compilation of returns, reports and statistics will also fall on this department. The Naib Tehsildar or other Revenue Officer in charge of each relief centre will also assist, when required, the Public Works official in charge of the relief work and the medical subordinate in charge of the relief hospital, and will be the channel of communication between them and the district authorities.

14 (3) Lastly, the Agency Surgeon will be directly responsible for the establishment and equipment of relief hospitals, and for the efficiency at all times of the arrangements for the medical treatment and diet of all sick and emaciated persons requiring such relief. The sufficiency of the shelter provided for relief labourers and the sanitary supervision of famine camps and their vicinity. The inspection and protection from contamination of the water-supply will all form part of the medical charge. In order to ensure the regular performance of these duties by the medical subordinates at relief works, an order book should be kept at each hospital, and detailed instructions on each point entered therein. This book should be shown to all superior officers on inspection duty, and each officer should note to what extent the orders entered have been given effect to.

I have above given roughly the divisions under which the duties connected with the efficient and economical management of famine relief works should be apportioned amongst the three Deputy Famine Officers working under the Central Officer, but of course it is absolutely necessary that where these duties overlap, there should be a cordial co-operation between the officials of each branch, and their joint subordination to the Central Famine Officer should prevent friction and secure a prompt adjustment of all differences.

15 The important question remains as to the sufficiency of the relief administered by the State. From all I saw there can be no doubt that the Darbar is fully alive to its responsibilities in this respect, that ample funds are available to meet all demands, and that, with some improvement in the organization of its system of relief, the State will be in a position to deal successfully with any probable increase in the numbers of its distressed subjects for whom support will be required. The great difficulty in the way of the effective control of famine relief operations in Bikanir is the want of all means of rapid communication either by post or telegraph between the more remote districts and the capital, and unless therefore the Darbar is prepared to construct a line of telegraph to a convenient point near the centre of relief operations in the northern and eastern tehsils, it is evident that some decentralization of the control vested in the Central Famine Officer will be required. The only famine relief work of any importance at present in progress, or projected for the northern and eastern tehsils of the State, is the construction of two branches of the Ghaggai Canal in Bikanir territory near the border village of Talwara. This work is being superintended by the Public Works Department in the Punjab,

and two Assistant Engineers have been specially appointed to direct the construction of the two branches of the canal. It will, however, be necessary to provide for the supervision and control of the large number of persons, which will be employed on these two canals for their food-supply and medical requirements, as well as for the systematic drafting of relief labourers on to them from the whole of the tehsils served by these works. These important duties can be efficiently performed only by the appointment of a specially selected officer with full delegated powers under the Central Famine Officer. The selection and early appointment of this officer should receive immediate attention.

16 As regards the prospect of any future increase in the number of persons on famine relief of any kind, I am, after careful consideration, of opinion that, whilst it is certain that the 14,000 persons now receiving relief will have to be supported until the next kharif crops is approaching maturity, it is improbable that this number will rise to more than from 10 to 25,000. The grounds on which this opinion is based are that the almost entire absence of rabi cultivation in Bikanir justifies the presumption that by January (the time of my visit) a very large proportion of the population which had not emigrated would have come upon the relief works, if their resources were insufficient to tide them over until the next kharif harvest. In all the villages inspected by me during my tour in the northern tehsils, it was admitted that only the labouring and menial classes had left the village in any considerable numbers to seek livelihood elsewhere. The remaining inhabitants comprised the well-to-do classes, landholders, grain-dealers, &c, and amongst these there seemed to be no apprehension that their means would fail before the next harvest. It may, therefore, be presumed that any additions to the present numbers on the relief works would be from the labouring and menial classes, and of these only a small proportion remain. Exclusive, therefore, of the 7,000 Bikanir subjects known to be employed on relief works in the Punjab, I think that the limit of increase of numbers on the present State relief rolls may be fixed at 50 per cent or, say, 20 to 25,000 in all. These calculations are also exclusive of any numbers which may require relief amongst the urban population of the city of Bikanir, or amongst the considerable proportion of the rural population belonging to the villages in the Sudder Nizamat which has sought refuge and employment in the city. For the relief of these classes, a fund has been raised by the wealthy merchant citizens of Bikanir, and the construction of a tank and other relief projects have already been started. There should be no difficulty in raising funds to continue or extend any measures of relief that may be required to meet future distress in Bikanir city from the same source.

17 In conclusion, I again draw attention to the measures recommended above for perfecting the organisation required for the systematic and economical administration of famine relief works of all kinds, and specially to the necessity for enforcing the constant and effective supervision by superior officials of all departments over their subordinates who are employed in actual charge of relief operations. Similarly all district officials, such as Nazims and Tehsildars, should be directed to remain constantly on tour within their charges so long as very (sic) distress lasts, and should be held strictly responsible that all persons requiring relief are assisted to obtain it by forwarding them to the nearest famine relief officer in charge of a work.

Telegram No 1087 I A, dated Calcutta, the 19th March 1897

From—Foreign Secretary, Calcutta,

To—Agent, Governor-General, Indore

Your telegram 2727-G, March 16th. Why did you not require Colonel Thornton to report from time to time as he went on with his inspections according to his original instructions and my telegram 667, February 18. Please report where he is now, what States he has visited, and, shortly,



what are the results of his inspection as to density of distress, condition of people, sufficiency of relief works, stocks of food, and prospects for the future. His reports to be of value should have been prompt. You and he were told that elaborate reports were not wanted.

*1115*  
Telegram No 2834, dated 19th March 1897

From—Agent, Governor-General, Indore,

To—Foreign Secretary, Calcutta

Your telegram 1058, March 17th Thornton arrived here last night. He will reach Ajmere on Monday, March 22nd.

*1116*  
Telegram No 2839, dated 19th March 1897

From—Agent, Governor-General, Indore,

To—Foreign Secretary, Calcutta

Your telegram 1087-I A, March 19th. I did not remind Colonel Thornton of the orders he had received because I thought those orders in themselves sufficient and I was informed almost daily of condition of affairs in each agency by my own officers. Colonel Thornton is now with me at Indore writing his reports and giving me all the information I want. He has visited the States of Gwalior, Chataipur, Charkhari, Ajaagarh, Panna, Rewah, Nagode and Kothari. In Colonel Thornton's opinion density of distress in Gwalior not severe except in Bajranghul in Bundelkhand, severe but under control, anxiety limited to unirrigated area in Baghelkhand. Severe and likely to increase but arrangements good and distress under control. Above applies also to condition of people. In all States visited relief works at present sufficient, but more will be required everywhere if distress intensified. Stocks of food sufficient everywhere. Difficulties of transport of food in Rewah been considered, prospects of rain in Gwalior insufficient in Bundelkhand where irrigated land, in Baghelkhand generally deficient.

No 1109-I A, dated Fort William, the 22nd March 1897

Endorsed by the Government of India, Foreign Department

A copy of the foregoing is forwarded to the Revenue and Agricultural

From the Agent to the Governor General in Rajputana, No 840 G, dated the 10th March 1897, with enclosures

Department, for information, in continuation of the endorsement from the Foreign Department, No 743-I A, dated the 25th February 1897

*1117*  
No 1136-I A, dated Fort William, the 23rd March 1897.

From—W J CUNNINGHAM, Esq, Secretary to the Government of India, Foreign Department,

To—The Agent to the Governor-General in Central India

I am directed to acknowledge the receipt of your telegram 2839, dated the 19th March, giving in brief the results reported to you by Colonel Thornton of his inspection of the distressed areas in the Central India Agency.

2 In your original instructions to Colonel Thornton, which received the approval of the Government of India, you desired him to submit weekly diaries and to report urgent information by telegram. My telegram No 667-I A, dated the 18th February, also laid stress on the importance of his furnishing periodical information as to what he saw during the course of his tour and on

his communicating promptly in case immediate action was called for. The Governor-General in Council cannot but be of opinion that the value of his inspection is greatly impaired by his waiting until it was finished before he imparted any information which he may have acquired. Your telegram throws no light upon the reasons why he failed to act up to his instructions in this respect. A copy of this letter will be therefore sent to Colonel Thornton in order to give him an opportunity to afford such explanation as he is able.

3. You have stated that you did not call for periodical reports from Colonel Thornton because you thought his orders were in themselves sufficient and because you were informed almost daily by your own officers of the condition of affairs in each Agency. The Governor-General in Council can understand your hesitating to remind an officer that he should act in accordance with instructions which were perfectly clear, but when weeks passed, the fact that he had not so acted was too apparent for that reason any longer to hold good, and your being in receipt of information from the Political Officers, under whose supervision famine relief was being carried out, did not render it the less certain that if Colonel Thornton's independent inspection was to be valuable, his reports ought to have been obtained while the information embodied in them was fresh. For these reasons I am to say you should not have waited so long before requiring Colonel Thornton to give you an account of his work.

4. I am to add that Colonel Thornton's reports were required not only for your information but for communication to the Government of India. As it is, the information available to the Government of India is not so complete in Central India as in other parts of the country. I am to request that you will take steps to supplement it and bring it up to date.

No 1168

No 3226 G, dated Indore Residency, the 31st March 1897.

From—LIEUT-COL D W K BARR, C S I, Agent to the Govt-General in Central India,  
To—The Secretary to the Government of India, Foreign Department

In reply to your letter No 1136 I-A, dated the 23rd March 1897, I have the honour to express my regret that I did not call upon Colonel Thornton to act in accordance with the instructions given to him with regard to reports of the result of his inspection of famine administration in Central India.

2 I would, however, explain that I understood that paragraph 3 of Foreign Department letter No 79 I-A, dated the 7th January 1897, modified, to some extent, the instructions I had issued to Colonel Thornton on the subject of the reports he was required to make.

In my instructions I entered—"The reports to the Agent to the Governor-General should take the form of diaries, and should be submitted weekly, urgent information should be reported by telegram"

In Foreign Department letter No 79 I-A., dated the 7th January 1897 (paragraph 3), Colonel Thornton's functions and duties are described, and the letter ends with the following words —

"Colonel Thornton should, of course, collect information and ultimately submit a report, but the main objects of his deputation are those just described"

3 Your telegram No 667 I-A, dated the 18th February 1897, was, however, most distinct, and contained such an explicit direction for the submission of a progress report, on receipt of the order, as well as future weekly or fortnightly reports that I had no reason to think that an officer of Colonel Thornton's service and experience required any further admonition from me on the subject, but it must be remembered that the injunction contained in this telegram did not reach Colonel Thornton until the 20th or 21st of February, as he was at that time at some distance from a Telegraph Office, and on his way from Ohhatarpur to Ajgaiah. I therefore did not expect to receive his first report (in compliance with these telegraphic instructions), until the 1st or 2nd March—and by the 16th March, Colonel Thornton had completed his tour in the Rewah State, and arrived at Indore on the 18th March

I have explained this at some length in order to show that only sixteen days elapsed between the date on which I expected Colonel Thornton's first report, and his arrival, on my summons, at Indore

4 I have as yet only received one report (on the Gwalior State) from Colonel Thornton, and of this I have forwarded a copy, for the information of the Government of India, with my letter No 3096 G, dated the 27th March 1897, but I have had the advantage of personally learning from Colonel Thornton all that he has seen and heard during his tour in Central India. I am of opinion that his inspection was valuable, and that his visit to the States in which famine prevails was the means of stirring the Darbars to activity, and of causing them to adhere to the main principles of famine relief. I feel sure also that Colonel Thornton, who was accompanied throughout his tour in Bundelkhand and Baghelkhand by the Political Agents and by responsible officers of the States, in which he made his inspection, pointed out all shortcomings that came to his notice as to the nature and extent of famine relief, and gave advice as to the measures to be adopted by the Darbars for removing such shortcomings, and in short that he fulfilled, with much zeal and care, the main objects of his deputation

5 But it is right that I should state that Colonel Thornton did not bring to my notice during his visit to Indore any matter of which I was not already fully informed, nor did he tell me of any suggestion made by him which had not been carried out, promptly and thoroughly, by the Darbars whom

he had advised, and I was gratified to receive from Colonel Thornton an assurance that the Political Officers, under whose supervision famine relief is being carried out, were devoting themselves with conspicuous ability and energy to their duties. There was no information collected by Colonel Thornton which had not already been furnished to me by the Political Officers concerned, or which I had not communicated to the Government of India.

6 I am at a loss to understand in what respects the information regarding famine matters in Central India is considered incomplete—and I trust that I may be furnished with instructions as to the steps which the Government of India wish me to take to supplement it and bring it up to date.

I respectfully submit that it cannot be expected that Native States, with their limited and, in some cases, inefficient machinery of administration, will supply detailed and statistical information such as is obtainable from British provinces, but I venture to bring to the notice of the Government of India that there is not a single State, within the Central India Agency, in which scarcity or famine exists, that has not been brought, by my personal admonition or by the advice and guidance of the Political Officers subordinate to me, to a full sense of its responsibilities in the matter of adopting adequate measures of famine relief.

I have forwarded, for the information and orders of the Government of India, every official report received from the Resident at Gwalior and the Political Agents in Bundelkhand and Baghelkhand on the subject of famine administration in the Native States of the Central India Agency. As there are several of the reports to which I refer that have not yet been acknowledged by your office, it is possible that some of them have not reached the Government of India. I therefore attach in a tabulated form a list of these reports, showing the subject of each, the date of its submission, and the orders issued thereon by the Government of India.

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FAMINE		Subject	ACKNOWLEDGED BY FOREIGN DEPARTMENT		RAILWAY CONSTRUCTION		Subject	ACKNOWLEDGED BY FOREIGN DEPARTMENT	
Number and date of Central India Agency forwarding letter or telegram	Number and date of letter or telegram forwarded		Number and date of letter or telegram	Number and date of forwarding letter or telegram	Number and date of Central India Agency forwarding letter or telegram	Number and date of letter or telegram forwarded		Number and date of letter or telegram	Number and date of forwarding letter or telegram
No 1301 G, dated the 22nd February 1896	No 622, dated the 11th February 1896	General report on prospects in Gwalior Residency			Telegram, No 952, dated the 6th February 1896		Guna Bara Railway as Fa mine Relief Work	Telegram, No 658 I, dated the 14th February 1896	
No 10830 G, dated the 28th December 1896	Famine Statement for November 1896				No 9046 G, dated the 17th November 1896	No 5337, dated the 24th October 1896, &c	Gwalior Sipri and Bhund Railways	Telegram, No 534 I B, dated the 9th February 1897	
No 655 G, dated the 23rd January 1897	Famine Statement for December 1896				No 917 G, dated the 29th January 1897	No 416, dated the 23rd January 1897	Ditto	Telegram, No 535 I B, dated the 9th February 1897	
No 1166 G, dated the 5th February 1897	No 581, dated the 30th January 1897	Report on the state of affairs in regard to the distress in certain districts	Telegram, No 546 I (a), dated the 10th February 1897					No 538 I B, dated the 10th February 1897	
Telegram, No 1471, dated the 14th February 1897	Telegram, No 884, dated the 13th February 1897	Early opening of Relief works under European supervision	Telegram, No 667 I (a), dated the 18th February 1897		Telegram, No 1471, dated the 14th February 1897		Ditto	Telegram, No 842 I (a), dated the 2nd March 1897	
No 1846 G, dated the 23rd February 1897	Famine Statement for January 1897				Telegram, No 1516, dated the 15th February 1897		Ditto		
No 2765 G, dated the 17th March 1897	Famine Statement for February 1897				No 1523 G, dated the 15th February 1897		Ditto		
					Telegram, No 2389, dated the 6th March 1897		Ditto		
					Telegram, No 2620, dated the 13th March 1897		Ditto		
					No 3015 G, dated the 25th March 1897	No 1641, dated the 20th March 1897	Gwalior Bhund Railway		

**GWALIOR RESIDENCY**

# BUNDELKHAND AGENCY

No 1391 G, dated the 22nd February 1896	No 131 I, dated the 16th February 1896 and No 133 I, dated the 17th February 1896	General report on prospects in Bundelkhand Agency	
No 2542 G, dated the 7th April 1896	No 252 I, dated the 28th March 1896	Reporting on the arrangements made by the States in Bundelkhand to afford relief to their distressed subjects	No 1364 I, dated the 25th April 1896
No 9614 G, dated the 13th May 1896	Nos 336 and 340, dated the 5th May 1896	Ditto ditto	
No 5029 G, dated the 30th June 1896	No 370 I, dated the 17th June 1896	Reporting on the famine operations in Bundelkhand	Telegram, No 2606 I (a), dated the 15th August 1896
No 5143 G, dated the 4th July 1896	Nos 399 I and 400 I, dated the 24th June 1896	Ditto ditto	
No telegram, dated the 27th October 1896		Proposal to the grant of loans to certain States in the Bundelkhand Agency	Telegram, No 3405 I (a), dated the 2nd November 1896
Telegram, No 9218, dated the 4th November 1896		Ditto ditto	Telegram, No 3469 I (a), dated the 10th November 1896
No 9312 G, dated the 8th November 1896	No 636 I, dated the 29th October 1896	Submits a general report on the prospects in Bundelkhand and suggesting measures for relief	Telegram, No 51 C, dated the 16th November 1896
Telegram, No 9680, dated the 17th November 1896		Famine Conference to be held in the North Western Provinces	
Telegram, No 9816, dated the 21st November 1896		Ditto ditto	
No 9955 G, dated the 24th November 1896	Kharita to the Maharaja, Panna	Relief measures to be taken in Bundelkhand and Baghelkhand Agencies	Telegram, No 3629 I (a), dated the 2nd November 1896
Memorandum, dated the 3rd December 1896			No 3888 I (a), dated the 2nd December 1896
No 180 G, dated the 8th January 1897	No 140 C, dated the 29th December 1896	Report on the condition of crops in Datia State and measures taken for relief	Telegram, No 221 I (a), dated the 19th January 1897

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FAMINE		Subject	ACKNOWLEDGED BY FOREIGN DEPARTMENT		RAILWAY CONSTRUCTION		Subject	ACKNOWLEDGED BY FOREIGN DE PARTMENT
Number and date of Central India Agency forwarding letter or telegram	Number and date of letter or telegram forwarded		Number and date of letter or telegram	Number and date of Central India Agency forwarding letter or telegram	Number and date of letter or telegram forwarded			

BUNDELKHAND AGENCY—Continued

Telegram, No 593, dated the 21st Janu- ary 1897	No 33 I, dated the 22nd January 1897	Report on the relief and assistance to States in Bun- delkhand	No 591 I (a), dated the 15th February 1897					
No 946 G, dated the 30th January 1897	No 27 I, dated the 21st January 1897	Report on the relief measures instituted by the Maharaja of Orchha.						
No 1135 G, dated the 5th February 1897	Famine Statement for December 1896	Report on the measures taken by Chhattepur Darbar						
No 1140 G, dated the 5th February 1897	No 47 I, dated the 27th January 1897	Report on the famine opera- tions in Beri Jagir						
No 1337 G, dated the 10th February 1897	No 50 I, dated the 27th January 1897	Report on the famine opera- tions in Bijawar						
No 1338 G, dated the 10th February 1897	No 61, dated the 2nd February 1897	Relief measures instituted by the Ajnagar Darbar						
No 1398 G, dated the 11th February 1897	Famine Statement for January 1897	Ditto						
No 1857 G, dated the 23rd February 1897	No 132 I, dated the 25th February 1897	Repayment of Government money placed at his disposal for the grant of loans to Native States						
No 2400 G, dated the 6th March 1897	No 146 I, dated the 5th March 1897							
No 2665 G, dated the 13th March 1897	No 149 I, dated the 6th March 1897							
No 2737 G, dated the 17th March 1897	Famine Statement for February 1897							
No 2956 G, dated the 24th March 1897								





Department—Concluded

FAMINE		Subject	ACKNOWLEDGED BY FOREIGN DEPARTMENT	RAILWAY CONSTRUCTION		Subject.	ACKNOWLEDGED BY FOREIGN DEPARTMENT
Number and date of Central India Agency forwarding letter or telegram	Number and date of letter or telegram forwarded			Number and date of forwarding letter or telegram	Number and date of letter or telegram forwarded		

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BAGHELKHAND AGENCY—Concluded

No 10711 G, dated the 10th December 1896	No 2899 dated the 23rd November 1896	Submitting special report re famine scarcity in Pathar Kachar					
No 10315 G, dated the 10th December 1896	No 2017 dated the 25th November 1896	Reports on the Kotli State, and suggests postponement of the balance of nazrana due to Government	Telegram No 17 I (a), dated the 2nd Janu- ary 1897				
No 10512 G, dated the 10th December 1896	No 7010 dated the 7th December 1896	Reporting on the measures which are being adopted by the Rana Darbar for the opening of suitable relief work, and suggesting State officials being permitted to receive instructions from the N W Provinces for the proper conduct of famine relief works	Telegram, No 3911 I (a), dated the 29th Decem- ber 1896				
No 10568 G, dated the 18th December 1896	Famine Statement for November 1896						
No 10674 G, dated the 23rd December 1896	No 7052, dated the 11th December 1896	Reporting that the stations of Diboura and Jethara were infested with beggars, but measures have been taken for their removal					
No 10675 G, dated the 23rd December 1896	No 3046, dated the 11th December 1896	Report on the prevailing scarcity in Malhar					
No 10676 G, dated the 23rd December 1896	No 3048, dated the 11th December 1896	Report on the scarcity in Nigode State					
No 411 G, dated the 16th January 1897	No 44, dated the 7th January 1897	Report on the distress and scarcity in the Rewa State					
No 581 G, dated the 21st January 1897	Famine Statement for December 1896						

No 927 G, dated the 30th January 1897	No 46 C, dated the 20th January 1897	Regarding scale of rations to be given to the men on relief works			
No 1234 G, dated the 8th February 1897	"	Grant of loan to Nagode by Maharaja Sindhu	Telegram, No 607 I (a), dated the 16th February 1897		
Telegram, No 1253, dated the 8th February 1897	"	Postponement of nazarana due from Taraon			
No 1683 G, dated the 20th February 1897	Famine Statement for January 1897				
No 2921 G, dated the 23rd March 1897	No 604, dated the 15th March 1897	Grant of loan to Nagode by Maharaja Sindhu			
No 2957 G, dated the 24th March 1897	Famine Statement for February 1897				
No 3077 G, dated the 27th March 1897	Supplementary Famine Statement for February 1897				

INDORE RESIDENCY, }  
The 1897

D W K BARR, Colonel,  
Agent to the Governor-General in Central India

## FOREIGN DEPARTMENT,

I 120 121 Delay in the submission of famine reports by Lieut Col Thornton

### No. 120.

No 1476-G., dated Abu, the 16th April 1897.

From—R J CROSTHWAITE, Esq, C.S.I., Agent to the Governor-General in Rajputana,  
To—The Secretary to the Government of India, Foreign Department

In continuation of my letter No 840-G., dated the 10th ultimo, I have the honour to submit, for the information of the Government of India, a copy of a letter\* from the Political Agent, Bikanir, commenting on Colonel Thornton's proposals for the better administration of relief operations in Bikanir

\* No 782 G., without date

2. Since Colonel Thornton's inspection the circumstances have altered, and the Ghaggar Canal works constitute the principal relief works for the State, and the management seems to be satisfactorily conducted by the Punjab Public Works Department. Colonel Vincent carefully watches the condition of the people, and I do not consider that it is necessary at present to make any changes in the management of relief operations.

### No. 121.

No 782-G., dated the April 1897

From—LIEUTENANT COLONEL H A VINCENT, I S C, Political Agent, Bikanir,  
To—The First Assistant Agent to the Governor-General in Rajputana

In compliance with the instructions conveyed in your No 815-G of the 10th March, I have the honour to submit my opinion on Colonel Thornton's proposals

2 These proposals will be found in paragraphs 10 to 15 of his report, and may be summarized as follows —

- (a) Paragraph 10. Recommends that the existing system should be reorganized, that each of the State departments concerned should be invested with responsible authority, and hold executive charge of the duties assigned to each department, that the appointment of the Central Officer, the Vice-President of the Council, be formally notified.
- (b) Paragraph 11 Recommends that the Central Officer should be invested with full authority Does not seem to think that he has been.
- (c) Paragraph 12 Recommends that the State Engineer and Civil Surgeon be formally appointed as Deputy Famine Officers
- (d) Paragraph 12 Recommends that the operations should be divided into three executive branches
  - (1) State Engineer
  - (2) Revenue Department Famine Officer, paragraph 13
  - (3) Civil Surgeon, paragraph 14
- (e) Paragraph 15 Advocates a special officer being deputed to look after the Ghaggar Canal works, on account of their distance from the seat of the administration.

3 Colonel Thornton's report is based on what he saw and heard three months ago, and the defects which he notices in paragraph 9 were due to the ill-advised action of the Council in hurriedly opening relief works in October all over the State, and leaving the execution of these works entirely in the hands of the district officials, with the mere intimation that they were to be guided by the provisions of the Abstract Famine Code

4 There are now only three relief works, viz, the Ghaggar Canals, the railway extension, and the Gajner Tank excavation

5 I have just returned from inspecting the Ghaggar Canals, and found the work most admirably managed. The camp arrangements were excellent,

and no shirking of work was allowed. The chief credit for these arrangements is, however, due to the Punjab Public Works Department.

6 Proposal (a). I do not think that any further reorganization\* is required this year, but the Council will have to be better prepared to meet another famine. The Central Officer is not the Vice-President, but the Revenue Officer. As Thakur Raghavar Singh, the Revenue Officer, is officiating as Vice-President, in addition to his other duties, Colonel Thornton seems to have thought it was the Vice-President who was the Central Officer. The Civil Surgeon has all along been invested with responsible authority, he has that as Civil Surgeon, and there seems to be no necessity for formally conferring it on him over again. The Executive Engineer was not consulted by the Council, when they opened the works in October, but the railway extension and the Gagnei excavation works are under his charge so far as the actual work goes. The Council will, in future, adopt his recommendations as to any new work which may have to be opened.

7 Proposal (b). The Central Officer has full authority. The only limitation being that he has to give information to and consult the Political Agent on important questions. When a new Vice-President shall have been appointed, he will then be bound to consult and give information to him also, but he will have a free hand in all details and on cases of emergency.

8. Proposal (c). I do not see that any advantage would be gained by styling the Executive Engineer and the Civil Surgeon "Deputy Famine Officers." Their duties are clearly defined, no friction has taken place, and they would probably object to being called deputies to the Revenue Officer.

9. Proposal (d). The proposals as to dividing the famine operations into three executive branches has practically been done.

10 Proposal (e). This has been done, but the special officer is subordinate to the Executive Engineer, and the Assistant Engineers of the Punjab Public Works Department.

11. In my opinion to apply the provisions of the Abstract Famine Code, as they stand, to the Bikanir State, and allow no deviation, would not be advisable. The conditions obtaining in this State are very different to those in the other States of Rajputana and Central India, with the exception of Jeysulmere. I will, if permitted, submit a report on this subject in about two months' time, when I shall have had time to discuss the matter fully with the higher officials of the State.

12 In conclusion, I will call attention to the fact that there has been no Civil Surgeon here since the 8th of March.

13 Colonel Thornton's report is herewith returned.



No 1537 I -A , dated Simla, the 23rd April 1897.

Endorsed by Foreign Department

A copy of the foregoing is forwarded to the Revenue and Agricultural

From the Agent to the Governor General in  
Rajputana, No 1476 G, dated the 16th April, 1897,  
with enclosure

Department, for information, in continuation of the endorsement from the Foreign Department, No 1109 I.-A, dated 22nd March 1897

No. 2029-I A, dated Simla, the 1st June 1897

Endorsed by Foreign Department

Telegram to the Agent to the Governor General in Central  
India, No 1013 I A, dated the 15th March 1897

Telegram from the Agent to the Governor General in Central  
India, No 2727-G, dated the 16th March 1897

Telegram to the Agent to the Governor General in Central  
India, No 1058-I A, dated the 17th March 1897

Telegram to the Agent to the Governor General in Central  
India, No 1087-I A, dated the 19th March 1897

Telegram from the Agent to the Governor General in Central  
India, No 2834, dated the 19th March 1897

Telegram from the Agent to the Governor General in Central  
India, No 2839, dated the 19th March 1897

Letter to the Agent to the Governor General in Central India,  
No 1196 I A, dated the 23rd March 1897

Letter from the Agent to the Governor General in Central  
India, No 3226 G, dated the 31st March 1897, with enclosures

A copy of the foregoing is  
forwarded to the Revenue  
and Agricultural Department  
for information.

I—109-121—June.

Exd,—W G B



**1897**  
**FOREIGN DEPARTMENT.**

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**INTERNAL A.**

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Pros. June 1897, Nos. 122-130.

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Report by Lieutenant-Colonel A. P. Thornton on the administration  
of famine in the Gwalior State.

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# REFERENCES TO FORMER CASES.

<i>Branch, date, and Nos.</i>	<i>Brief title of file</i>
Intl. A, May 1897, Nos 386-387	Despatch to Her Majesty's Secretary of State regarding Native States.

# REFERENCES TO LATER CASES.

<i>Branch, date, and Nos.</i>	<i>Brief title of file</i>
Intl A, June 1897, Nos 157-164	Despatch to Her Majesty's Secretary of State regarding Native States.
16 Aug 97 Nos 155-156	7 annular pro - the work the Gwalior State.
17 Aug 97. Nos 349/370	Immigration newly subjects which were in

(To be continued on back, if necessary)

# KEEP-WITHS PRINTED.

- (1) Notes on the case
- (2) Demi-official correspondence

# KEEP-WITHS NOT PRINTED.

- (1) List of papers restored to Records
- (2) Originals and proofs.

# REFERENCES TO LA

<i>Branch, date, and Nos.</i>	
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**No. 122**

No 3096-G, dated Indore Residency, the 27th March 1897.

From—LIEUTENANT-COLONEL D W K BARR, C S I, Agent to the Governor-General in Central India,

To—The Secretary to the Government of India, Foreign Department

With reference to correspondence ending with my telegram No 2839, dated the 19th March 1897, I have the honour to forward, for the information of the Government of India, a copy of a letter No 22, dated the 20th March 1897, and of its enclosures, from Lieutenant-Colonel A P Thornton, reporting on the administration of famine relief in the Gwalior State

2. I have forwarded copies of Lieutenant-Colonel Thornton's note to the Resident at Gwalior for the information of His Highness Maharaja Sindhia and the Gwalior Darbar, and have directed the Resident to furnish a report showing to what extent the suggestions made by Colonel Thornton have already been given effect to

3 I will refrain from making further comment on Colonel Thornton's note until I receive the report called for from the Resident at Gwalior.

**No. 123.**

No 22, dated Camp Indore, the 20th March 1897

From—LIEUTENANT-COLONEL A P THORNTON, on Special Duty,

To—The First Assistant to the Agent to the Governor-General in Central India

I have the honour to forward, for the information of the Agent to the Governor-General, the enclosed note on the administration of famine relief in Gwalior as found by me during my recent tour in the Gwalior and Esagarh Divisions of that State, together with suggestions for the extension of relief measures to meet deficiencies noticed by me and to provide for any future increase of distress

I may state that the above suggestions were framed by me in conference with the Director-General of Land Records and the Principal Revenue officials in each division, and that I am informed that most of those suggestions have already been adopted and given effect to As promised at the final interview given to me by His Highness the Maharaja, I have the honour to request that a copy of my note may be furnished to the Darbar

**No. 124**

*Note on Famine Relief Operations in the Gwalior State.*

The only two principal divisions of the State in which pronounced distress has occurred are the Gwalior and Esagarh Prants, and of these the areas most affected by the failure of the kharif harvest of 1896 are the Northern Subhats of Bhind, Tonaigarh, Sikarwar and a portion of Gnd Gwalior Distress of a less severe kind has been reported from certain Tehsils only of the Subhats of Esagarh, Bajiangarh, Bhilsa, Narwar, Mungaoli, Bhanderi and Chanderi

2 My tour, which was made in the company of the Director of Land Records, Colonel D G Pitcher, extended from the 29th January to the 12th February, and was directed to seeing as much as possible of the areas most severely affected and to ascertaining the present condition and future prospects of the people and the practical efficiency of the relief measures there in course of application Through the courtesy of His Highness's Government I was enabled to inspect a large number of relief works and poor-houses, whilst the fullest statistical and other returns were compiled for my information by the Chief Revenue Officers of the State

3 The combined area of the 4 districts most affected by distress amounts to 3,311 square miles, with a total population of 714,197 The normal cultivated area of the above is 826,531 acres, of which 31,292 acres only are irrigated.

The average outturn of the Rabi and Kharif crops of 1896 was  $10\frac{3}{4}$  annas and 5 annas respectively of a full 16-anna crop. The total area now under cultivation for the Rabi crop is 84,722 acres or of a normal Rabi area of 403,874 acres. The present irrigated area is 37,339 acres, the excess over the normal area of 31,292 acres being due to a large number of wells, mostly "Kacha," which have been dug to irrigate the standing Rabi crop from advances made by the Darbar. The estimated probable outturn of the irrigated Rabi area is 12 annas of a full 16-anna crop. On unirrigated land the probable outturn will be little or nothing. After allowing for the increase in the present irrigated area, the probable outturn of the Rabi, spread over the whole normal Rabi area, amounts to less than  $\frac{1}{8}$  or say  $2\frac{1}{2}$  annas in the rupee.

4. The severity of the distress to meet which relief measures are required may be gauged from the fact that, as shown above, the average outturn of the Kharif harvest in the four districts now under consideration was 5 annas in the rupee only, whilst the Rabi now standing, though in good condition, is so limited in area as to be likely to produce only a  $2\frac{1}{2}$ -anna crop, if the whole normal area is taken into calculation.

The estimate which has been furnished to me of the proportion of the population for which relief works will be required in these four districts averages  $7\frac{1}{2}$  per cent and works out to a total of 53,500 persons.

5. The principal kinds of relief hitherto applied by the Darbar include the almost entire suspension of the land revenue instalment due for the past Kharif harvest in these four districts amounting to not less than 8 lakhs of rupees, advances to cultivators for seed grain and as *Palavi* to the extent of a lakh and a half, and an expenditure on village works, including those in progress at the time of my visit, of about  $2\frac{1}{2}$  lakhs. Of this last item about  $1\frac{1}{2}$  lakhs had been expended in advances to cultivators for digging and repairing "Kacha" and other wells and for the construction of and repairs to village irrigation embankments. In addition to the above a certain amount of employment had been given by the State Engineering Department in the shape of additional earthwork on the sides of the metalled roads between Gwalior and Bhind and Morena and Mahagawan. This work was practically finished at the time of my visit, but a new work had just been opened in levelling and filling in some broken ground within the enclosure of the new State Hospital at Gwalior on which some 1,000 persons were employed. Two other relief works of considerable size in connection with the approaches to two bridges over the Kawan River, one between Ambha and Jigni, and the other between Gormi and Poisa, had been sanctioned, and work had been commenced when I passed, but I was unable to obtain any statistics as to the number of persons for whom employment would be furnished for a definite period on these works, but from their size it was clear that this would be considerable. The actual numbers employed at the time of my visit did not exceed 200 on either work.

6. It will be seen from the above summary of relief measures that by far the larger portion of the aid given by the State had been absorbed by the Zamindar or landholding class as distinct from the agricultural labouring and village menial population. That this had been the case was apparent from the marked difference in the visible condition of the two classes in the villages visited by me throughout my tour in this part of the State. The landholding class appeared everywhere to be in good condition and was actively employed on the cultivation of the Rabi crop or in carrying grain from the remote districts of the State on the Malwa border and from other Native States lying in the same direction where the Kharif crop had been abundant. Another large section was employed in the same grain-carrying business in carting rail-borne food grain from Morena Station on the Indian Midland Line to the Gwalior villages lying to the north and east of that point. A large proportion of these people were conveying grain for the support of themselves and their families or for sale in outlying villages at a profit, whilst others had hired their carts and their own services to Bunniahs. This grain-carrying

business was a marked feature of my tour, and the total number of bullock carts employed, all of which were owned and worked by the Zamindar class, must have amounted to many thousands; the fact that so many of these persons were employed on their own account is a satisfactory proof that the liberality of the Darbar in suspending the collection of revenue and in granting advances had provided the important landholding class with means to procure a sufficient food supply to tide them over until the Rabi harvest was gathered.

7. The condition of the agricultural labouring and menial classes in the four districts I am dealing with is far less satisfactory, and I think that the provision of adequate relief measures to meet the distress which must inevitably occur before the next Kharif crop can relieve the tension, requires the fullest and most careful consideration.

Although the large sum expended by the Darbar on village works has given valuable assistance to these classes, still the relief thus afforded has been of too intermittent a character and also insufficient in quantity to meet the requirements of the large section of the rural population which depends for its subsistence on a constant demand for agricultural labour. It can hardly be doubted that the absence of any organized system of famine relief works on a sufficiently large scale to assure the labouring classes of the intention of the Government of the State to provide for their subsistence until they could again earn a livelihood has, coupled with the traditions of the country, resulted in a large emigration from the districts most affected by the failure of the Kharif crop of 1896. Owing to the excellent Land Revenue system now in force throughout the State, the actual number of emigrants can be ascertained. The total population of the four districts of Gird Gwalior, Towarghar, Sikarwar and Bhind amounts to 741,197, of this number 40,316 emigrated and 979 have since returned. It is stated that some of those who emigrated were driven to do so by the want of fodder or pasturage for their cattle, but there is evidence to show that this can be true with regard to a very small proportion only of the total number, for with a registered emigration from the Bhind and Towarghar Districts of 28,481 persons, only 2,332 head of cattle were taken with them. The above are the only districts of which I have received statistics as to numbers of cattle exported, but the other two would certainly show the same average proportion.

8. This question of unrestricted emigration in years of scarcity is one of the most important with which the Government of Native States have to deal, for although in times past emigration was practically the only means of escape from starvation when serious failure of one or more harvests occurred, under modern conditions of increased population and enhanced value of land due to irrigation and security and of produce from railways and other facilities for transportation, this remedy has become barbarous in the suffering and serious loss of life it entails on the population and ruinous to the Government of the country from the injury which results from the diminution in numbers and impoverishment of its agricultural population, which, as far as Native States are concerned, is still far below what is required for the full development of their agricultural resources. That the large number of persons belonging to the labouring agricultural class who emigrated from the northern districts of Gwalior have not been able to find the agricultural employment they sought, has been fully established from evidence obtained during my tour, but I need only state here that nearly 1,700 of them, of whom by far the larger portion were from the Bhind District, have been identified as relief labourers on the famine works in the adjacent British district of Etawah. It was also apparent from the considerable number of persons we met on the road that emigration had not ceased, although a portion of these were returning to their villages, the fact remains that owing to the very small area under Rabi, employment will be obtainable by them in harvesting operations to an extremely limited extent only, and consequently the State will have to provide for their subsistence until the Kharif cultivation commences.

9 When relief operations were first commenced, they were entrusted to the control of the Sir Subah of each Prant, who allotted sums of money to each Subhat, and these were again subdivided amongst the Kamasdais or Tehsildais of each Pergunnah or Tehsil, a portion of the allotments was to be distributed to Zemindars as advances for digging wells and for repairs to village works, whilst the larger portion was assigned for new "bandhs" or irrigation embankments and other remunerative works. These were carried out by Munshi Balmukund, an officer of the State Revenue Department, who appears to have done good service under considerable difficulties. It was found that the above system of relief administration did not work satisfactorily, firstly, owing to the great delay experienced by executive officials in obtaining prompt orders on references in urgent cases, and partly owing to ineffective supervision over the due exercise by local officials of the discretionary powers with which they had been invested in making advances from their allotments. As an instance I may quote the late Kamasdai of Poisa in the Towarghar District, one of the worst Tehsils in the affected area, who was found to have kept untouched the whole of the allotment of Rs 7,000, assigned to him whilst people were emigrating wholesale from his Tehsil owing to the absence of relief works.

In consequence of the above defects the entire executive control of all relief measures throughout the State has been placed by His Highness in the charge of the State Board of Revenue to which authority the Kamasdais as the officers in immediate responsible charge of all relief measures in each Tehsil have been made directly subordinate.

10 Acting under His Highness's sanction, the Board of Revenue has elaborated a scheme under which the future administration of famine relief of all kinds in the Gwalior Prant is to be carried out on an organised system by an Irrigation Engineer, with a subordinate establishment of four Overseers and 14 Sub Overseers for the conduct of village irrigation and other works of a remunerative character, whilst especial arrangements have been made to relieve Kamasdars and Naib Tehsildars of the greater portion of their current duties to enable them to actively supervise all relief works in their Pergunnahs, and to remain constantly in camp for purposes of village inspection, etc. This scheme has, I believe, by this time been given full effect to, and will, I consider, if carefully elaborated, be of the greatest benefit to the State. At the same time I am decidedly of opinion that no system of village relief works is capable of standing the strain of any sudden or general increase of distress when large numbers of persons crowd on to the works in search of employment. Village irrigation and other works can, from their comparatively small size, give employment to a very moderate number of persons only for any appreciable time. They are therefore best suited as a means of affording employment to the zemindar class in the immediate vicinity of the village without the publicity of larger relief works and without taking them away from their fields and cattle, such works are also suitable for the employment of those persons who are able to earn a subsistence on light work at favoured rates, but are not fit for the regular labour and stricter discipline of a large relief work. On the other hand, I am satisfied from the experience gained by me during my tour that the only satisfactory way of employing the labouring agricultural classes in a Native State, when in need of relief, is on large remunerative works of a suitable character, carried out on business principles by the ordinary Public Works Department of the State, acting in combination with the special famine relief organization and subject to the same administrative control. In this way the State obtains the maximum return for the heavy expenditure which it incurs, whilst the modifications required to ensure the effective adjustment and enforcement of the principles by which all famine relief operations should be guided can easily be introduced.

11 In Gwalior the provision of large relief works of a remunerative kind has already been considered by His Highness's Government, and the sanction of the Government of India alone is required for the commencement of the construction of a light railway from Gwalior to Sipu. The Kowari river

bridge approach works are of a similar character, whilst another light railway project between Gwalior and Bhind has, I understand, been under preliminary survey.

All these works will be carried out by the State Engineering Department, but I strongly recommend that in all matters connected with the adjustment of rates, the classification and employment of labour, the system of payment, the executive and sanitary control of shelter camps, etc., these works should be placed under the immediate administrative control of the Board of Revenue as being, under His Highness's orders, the central authority for the direction of relief operations throughout the State. Subject to these provisions, I think that the actual execution of these works may with advantage be left to the State Engineering Department, to be carried out on the ordinary piece work system or on the "Cowrie" system of payment for work actually done either with or without the employment of petty contractors. The one thing necessary if these petty contractors are employed is that the rates to be paid by them to the workers should be fixed and published and that they should be compelled to keep up and produce for examination, when required, sufficiently detailed accounts to show the exact earnings of each group of persons employed by them, so that it may be ascertained by the supervising authority whether the average earnings of each group are equivalent at least to the minimum famine wage. Specially easy bits of work should be reserved for those who, though willing workers, are unable to earn the full subsistence wage; should this expedient be found insufficient for the requirements of the case, a general rise of rates would at once act as a remedy, but from what I have seen of such large relief works, this would rarely be necessary, and unless the number of persons involved was considerable, it would be more advantageous to draft those found incapable of supporting themselves by piece work or on the "Cowrie" system, on to village works or even into poor houses than to raise the general scale of rates on which the estimate of the work has been based.

12 The distribution and drafting of relief workers are most important matters and can only be successfully dealt with by a well considered and thoroughly organised system. The administrative unit of area may with advantage be fixed at the Tehsil or Pergunnah, and the requirements of each unit as regards village inspection, poor-house, village relief works and large relief works should be worked out as accurately as possible by the Kamasdar under the direct control of the Board of Revenue.

The first step is the formation of village inspection circles under a specially appointed Tehsil subordinate who should be held directly responsible that every person living in a village in his circle, who is without means of subsistence, is sent to the relief work designed for the requirements of that village or to the Tehsil poor-house. Each Village Circle Inspector should visit each village and hamlet of his circle not less frequently than once a week and should report frequently in writing to the Tehsildar stating the villages visited by him day by day and naming each person found by him in a destitute condition, and at the same time reporting what kind of relief has been applied. All destitute persons refusing to go to the relief work or to the poor-house should be specially reported, and it should be for the Tehsildar to decide whether such persons should receive a small daily dole of grain or should be compelled to go to the poor-house. The drafting of relief workers from village works to the large works carried on by the State Engineering Department, depends on the numbers in each Tehsil requiring relief. Should the village relief works become overcrowded, the adult labouring class of both sexes should first be drafted on to the larger works, provided they are physically fit to earn a subsistence at piece work or on the "Cowrie" system, but in every case the large relief work nearest to the labourer's village should be selected for his or her employment.

13 The actual number of village works in progress at the time of my visit in the Bhind, Towarghai, Sikarwan and Gird Pergunnahs amounted to



42, with a daily average attendance of 3,207 persons. The average period during which the above works would give employment from the 3rd February was only 36 days, but a list of some 60 more such village works had been prepared which may be estimated to provide employment for the same number of persons for a further period of two months. It has, however, been stated above that according to the estimates prepared by the District officials the number of persons in these 4 Pergunnahs for whom relief would have to be provided was 53,500 persons, whilst the number actually employed on village works at the time of my visit was only 3,207. Making all allowances for errors in calculation and deducting  $\frac{2}{3}$  of the total number of emigrants or 30,000 as being persons who would otherwise have come on to relief works, it is clear that the employment provided by village works is quite insufficient for the demand which must inevitably arise as soon as the temporary relief furnished by the Rabi harvest ceases. I calculate that the lowest safe estimate of the numbers for whom relief works must be provided from the middle of March to the end of June in these four Pergunnahs is from 15,000 to 20,000, and of these not more than 5,000 can be provided for on village works, the balance therefore of from 10 to 15,000 must be employed on large relief works, such as the bridge approaches on the Kuwari River and the Gwalior-Sipri Railway construction works. Of these the Kuwari bridge works are the most central and might first be completed, the labourers employed being subsequently drafted on to the railway construction as numbers increased or when the bridge work approached completion. The early completion of these bridges is of some importance as they will much facilitate the import of grain into the distressed districts lying to the north of the Gwalior Blind Road.

14. The establishment of properly organised and supervised poor-houses is also a matter of much importance in view of the probability of a considerable increase in the numbers of persons needing gratuitous relief. At the time of my visit no poor-houses had been established, but a certain sum of money had been allotted to each Tehsil for the distribution of parched gram or uncooked grain to persons incapable from physical infirmity or otherwise of earning a subsistence on relief work. The doles were distributed daily at the headquarters of each Tehsil. The number of persons relieved in this manner was everywhere small, and consequently the practice of allowing the recipients to shelter themselves as best they could was perhaps unobjectionable, but as the distress increases, the provision of regular poor-houses on suitable sites, with properly organised establishments and arrangements for the supply of cooked food and a pure water supply, will become absolutely necessary. The most convenient sites for such poor-houses, with separate sheds for men, women and children and a hospital shed, the whole surrounded by a thorn or bamboo fence, are on open ground in the vicinity of the Tehsil, with a certain amount of shade if possible. The responsible control over all poor-houses should be entrusted to the State Medical Department, and a qualified medical subordinate should be placed in immediate charge of each poor-house, with a sufficient staff of cooks, water-carriers, sweepers, kahars, etc., to secure its efficient working. A Tehsil official should be deputed to assist in the management of each poor-house.

15. The condition of the affected districts in the Esagarh Division remains to be noticed. My tour in this portion of the State was made by rail to Guna, from which station I visited and inspected the various relief works in the neighbourhood. I again had the advantage of the company of the Director of Land Records, and the condition of each affected Tehsil was fully discussed by us with the Sir Subah of the Division and the district officials of all grades. Statistical information was also collected from the Subahs of the Esagarh, Mungavli, Bajrangarh and Bhilsa Districts.

As the result of these enquiries, it was ascertained that the Kharif crop throughout the affected area had averaged from 8 to 12 annas, and consequently no very severe distress had up to the time of my visit become apparent, but at

the same time the area under Rabi was from 40 to 70 per cent. less than the normal, whilst the prospects of the outturn of the standing crop were extremely poor owing to practically the whole of the cultivated area being unirrigated land. No exact forecast of the outturn of the Rabi could be furnished, but this may be estimated not to exceed from 4 to 5 annas in the rupee. Under these circumstances it may be anticipated that more or less severe distress will be felt amongst all but the well-to-do landholding class, as soon as the temporary relief afforded by the Rabi harvest wears off and village relief works on a considerable scale as well as the establishment of poor-houses in each Pergunnah will be required. Up to the date of my visit no poor-houses had been opened in any district with the exception of the Regimental poor-house at Guna, whilst relief works under tehsil management had only recently been opened in anything approaching sufficient quantity. In consequence of this want of energy on the part of the Kamasdars and in some instances of their superiors, emigration had taken place to a considerable extent, whilst the destitute pauper population had drifted to Guna in hope of obtaining gratuitous relief at the Regimental poor-house there.

It has now been arranged that all village relief works and other forms of relief are to be administered through Kamasdars with the assistance of the State Irrigation Department under the direct control of the Board of Revenue at Gwalior. This reform will undoubtedly prove of very great advantage in view of the increase in numbers on relief works, which must occur very shortly, and also as it will bring the administrative control of all relief measures throughout the State under one central authority.

16 The establishment of poor-houses at suitable points such as the headquarters of tehsils is urgently required in order to provide for future emergencies and also to relieve the pressure on the one existing poor-house at Guna. At the time of my visit (11th February) the condition of the Military station and of the city of Guna was simply deplorable owing to the large numbers of broken-down, destitute persons who had congregated there. This was due partly to the existence of the Regimental relief kitchen and poor-house at Singhpura, which had been open for nearly 12 months under the superintendence of the Commanding and Medical Officers of the Central India Horse for the expenses of which the Gwalior Darbar had contributed a large sum of money, but by far the larger portion of these persons were emigrants from the Northern and Central Districts of the State who had broken down from starvation and the hardships of the long journey. Excluding 236 persons receiving relief at Singhpura and between 80 and 90 who had been admitted to the Guna Civil Hospital suffering from disease directly due to privation and insufficient food, I saw not less than 500 persons in Guna in the most miserable condition possible, and this number was daily being augmented from the large number of persons who were drifting up and down the Agra-Bombay road in search of work, many of them in the most emaciated condition.

In order to provide as far as possible for these poor people as well as to relieve the pressure on the Civil Hospital which was much overcrowded, it was arranged that a large poor-house and famine hospital should be opened in the outskirts of Guna, and that a guard should be placed on the high road to draft all persons requiring relief either into the poor-house or on to the railway works on the Guna-Bara extension. The provision of a suitable Medical Subordinate for the famine hospital and work-house was to be referred to the State Medical Department, whilst the remaining establishment was to be provided by the Sir Subah. The urgency of these relief measures can hardly be overstated, and I trust that the action promised has long since been taken.

It cannot, however, be doubted that as the distress increases, a really comprehensive scheme of relief works and poor-houses must be started if the present lamentable loss of life is to be averted in the future, and the most necessary complement of any such scheme is the prohibition by the Darbar of all famine emigration from the Northern and Central Districts of the State. It

is to be hoped that as soon as the large relief works in the Gwalior Pliant, already referred to in this note, are opened, the emigration from the affected area in that division will cease, but in order to secure this result, all agricultural emigration should be absolutely prohibited, and this should be enforced by police posts placed at short intervals along the Agra-Bombay road, with instructions to turn back all persons except those provided with a pass furnished by the Kamasdar of the tehsil in which they reside, or to direct them under escort on to the nearest large relief work. Passes should be granted only to such persons as are employed in the importation of grain, et cætera, from remote districts or from neighbouring States or to those who can show that they have some definite object for the journey and have means for their support on the journey.

Pauper immigration from neighbouring States or British territory should also be prohibited unless covered by a similar pass from the district officials of the place in which such foreign immigrants reside.

17 Provided that this stream of emigrants from remote districts is stopped, I think that the condition of the affected districts in the Esagarh Division gives no serious cause for alarm. The provision of the village relief works and tehsil poor-houses above recommended will suffice for distress amongst the landholding class and for weakly persons and those incapable of earning a subsistence. All able-bodied persons of the labouring class should be drafted on to the Guna-Bara Railway construction. This work is one which has already been of immense service to the State as a means of providing an adequate subsistence for distressed persons in search of employment. It is being carried out as an ordinary railway construction work at the usual rates for earthwork, and at the time of my visit was supporting over 22,000 persons. After very close enquiry I was satisfied that at the price of food grain then prevailing, an adequate subsistence wage was being earned by this large number of persons, most of whom were ordinary distressed agricultural labourers from distant parts of the State. This wage was earned either by piece work or on the "Cowrie" system. There was no difficulty in finding work for all in any way capable of earning a subsistence by labour, and care had been taken to reserve certain light pieces of work for the more feeble or for new comers. At the same time the State was reaping the benefit of its large outlay of nearly 1½ lakhs of rupees a week by the rapid construction of a remunerative public work. With regard to this most satisfactory relief work the only recommendations which I have to make are that a suitable tehsil officer should be appointed to assist the Superintending Engineer in removing from the neighbourhood of the work the considerable number of professional mendicants and other non-workers who now live on the earnings of the working population and to supervise the drafting on to the work of all new comers and of the various gangs from point to point as the work is completed. A second recommendation is the provision of a small relief kitchen attached to each railway dispensary and under the supervision of the medical subordinate in charge, for the supply of cooked food to the infant children and to the aged relations of the labourers on the work who have come from a distance.

18 The principal points referred to in the above note as being of practical importance for the effective relief of existing and probable distress, and which, if not already carried out, should, I think, receive the very early attention of the Darbar, may be recapitulated as follows —

- (a) The provision of large relief works to supplement the existing system of village relief works and especially to provide continued employment for the agricultural labouring class of which all able-bodied members should, as far as possible, be drafted from village works on the better supervised and more remunerative large works. That all large relief works should be carried out as ordinary public works on daily payment in full or part for work actually done either by piece work or on the "Cowrie" system.

If petty contractors are employed, the rates to be paid by them to relief workers to be at a fixed proportion of the contract rates they themselves receive and the entire control over the organization and payment of gangs and employment of applicants for relief to be retained and directed by the State Engineer in responsible charge of the work. All large works, so far as their famine aspects are concerned, to be under the administrative control of the Board of Revenue as the central authority constituted by His Highness the Maharaja for famine relief.

- (b) That village relief works should be carried out as at present by the State Irrigation Department through District Revenue officials and under the supervision of the Special Irrigation Engineer officer under the direct orders of the Board of Revenue, special care being taken to provide in each pergunnah for a succession of such works sufficient to furnish continuous employment for an estimated maximum number of persons belonging to the pergunnah for whom such relief will be required. Village relief works should, I think, be reserved, as far as is possible in practice, for the landholding class and for drafts from poor-houses and such persons of the labouring class as are unfit to earn a subsistence on large relief works.
- (c) The establishment of properly organized poor-houses at the head quarters of each tehsil and at other points where distress is most severe is urgently required. They should be placed under the direct control of the State Medical Department and a subordinate hospital official should be placed in charge of each. He should be fully instructed in all matters connected with the treatment of cases of starvation, the provision of suitably prepared food, and specially as regards pure water-supply and other sanitary precautions. The local Revenue official should give the fullest assistance to the Medical Department in the construction and maintenance of all poor-houses and a tehsil subordinate should be attached to each.
- (d) It is strongly recommended that emigration either beyond the limits of the State or from district to district within the State of any of the agricultural classes should be prohibited during the prevalence of the existing distress, and that the prohibition should be enforced by placing police posts at intervals along the main lines of emigration, with orders to divert on to relief works all destitute emigrants in search of employment, or to compel them to return to their villages under escort. This prohibition not to apply to persons engaged in the grain-carrying trade or others proceeding on defined business of any kind and in possession of means. All such persons should obtain a pass from the Tehsildar of their district or other authority appointed by the Darbar. Foreign immigrants should also be intercepted at the border and turned back if destitute of means of subsistence and wandering in search of employment on famine relief. All destitute foreigners found within the limits of the State should be relieved until their transfer can be arranged with the authorities of the State or district from which they have emigrated.

A. P. THORNTON, *Lieut-Colonel,*

*On Special Duty.*



No 1215 I-A, dated Simla, the 1st April 1897

Endorsed by Foreign Department

A copy of the foregoing is forwarded to the Revenue and Agricultural Department, for information, in continuation of the endorsement from the Foreign Department, No 1109 I-A, dated the 22nd March 1897

From the Agent to the Governor General in Central India, No 3096 G, dated the 27th March 1897, with enclosure

tion of the endorsement from the Foreign Department, No 1109 I-A, dated the 22nd March 1897

*Jr 125*

No 1892 I-A, Simla, dated the 19th May 1897

From—CAPTAIN H DALY, C I E, Deputy Secretary to the Government of India,  
Foreign Department,

To—The Agent to the Governor-General in Central India

I am directed to refer to your letter No 3096 G, dated the 27th March 1897, forwarding a note by Lieutenant-Colonel A P Thornton on famine relief operations in the Gwalior State

2 The cultivated area, which is protected by irrigation in the four districts dealt with in Colonel Thornton's note, is very small. The Darbar should be advised, if this has not already been done, to make permanent a large number of the *kachha* wells which have\* recently been sunk in the area affected by scarcity

\* Paragraph 7 of Major MacIvor's report received with your letter No 1166 G, dated the 5th February 1897

3 Your comments on Colonel Thornton's note are awaited



Famine

Diary No 313 I -A

No 5114 G, dated Indore Residency, the 27th May 1897.

From—LIEUTENANT-COLONEL D W K BARR, CSI, Agent to the Governor-General in Central India,

To—The Secretary to the Government of India, Foreign Department

In continuation of my letter, No 3096 G, dated the 27th March 1897, I have the honour to submit, for the information of the Government of India, a letter, No 3062, dated the 24th May 1897, from the Resident at Gwalior, giving cover to a report from Colonel D G Pitcher, Director of Land Records, Gwalior, to the Chief Secretary, Gwalior Darbar, which explains in detail the extent to which the suggestions made by Colonel Thornton in his note on Gwalior famine administration have been carried out by the Darbar.

2 As Colonel Pitcher deals with each paragraph of Colonel Thornton's note and gives very full information regarding all the points discussed, I do not propose to enter with any detail into the subject

I would only note that of all the suggestions made by Colonel Thornton there is only one,—*viz*, the forcible restraint of emigrants,—which has not been given effect to by the Darbar, and in regard to this suggestion I agree with Colonel Pitcher that it is neither practicable nor advisable

3 Briefly it may be stated that until His Highness the Maharaja Sindhia formally accepted, as he did in March 1897, the provisions of the Famine Code for Native States and appointed Colonel Pitcher Central Officer under that code, the efforts of the Darbar to cope with the famine were inadequate, and, as the Resident describes them, spasmodic. Since Colonel Pitcher has exercised the controlling authority a regular system of relief has been organised—the details of which as given in his report show that there is no longer room for anxiety as to the successful direction of famine relief operations

4 Adverting to Foreign Department letter, No 1892 I -A, dated the 19th May 1897, regarding the reference in paragraph 4 of Colonel Thornton's note to the cultivated area which is protected by irrigation in the four districts visited, I have the honour to state that I have called upon the Resident at Gwalior to obtain from the Darbar a detailed statement of irrigation schemes executed or in contemplation, and a further report will be submitted for the information of the Government of India on the receipt of this statement

*1127*  
No 3062, dated Gwalior Residency, the 24th May 1897

From—MAJOR J MACIVOR, C I E, Officiating Resident in Gwalior,

To—The First Assistant to the Agent to the Governor-General for Central India, Indore

With reference to your office endorsement, No 3097, dated 27th March, forwarding Lieutenant Colonel Thornton's report and asking for a report to what extent the suggestions made by Colonel Thornton have been already given effect to, I have the honour to submit, for the information of the Agent to the Governor-

Colonel Pitcher's letter to the Secretary, Sadr Board of Revenue, Gwalior General, a copy of the marginally-noted letter from Colonel Pitcher, Central Officer for famine relief, giving the information required

2 Colonel Pitcher's report is very full and it would seem superfluous for me to add many remarks. The total expenditure of the Darbar upon relief-works and other measures of relief will, I think, considering the area and population of the affected districts, compare favourably with the expenditure in the affected districts of British India. The blot in the arrangements has undoubtedly been the failure to open sufficient regular works in the early days of the scarcity, and for this the unpreparedness of the Gwalior Public Works Department with fully worked up schemes suitable for the employment of unskilled labour was chiefly to blame. His Highness the Maharaja was prompt enough in allotting funds,



but the local works put in hand at first by the Sarsubahs and Subahs of the district were not always the most suitable and they were too spasmodic, so that those in search of work were constantly being thrown out of employ, thus leading to their emigration

Matters in this respect improved vastly when all relief measures were placed under one central authority and the engineering staff were worked at full-pressure to complete plans and schemes for suitable relief-works.

3 When the necessity for the present relief-works which now employ the whole attention of the engineering staff passes away, I shall not fail to press upon the Darbar the great expediency of carrying out that important principle of the Famine Relief Code which lays down that a complete scheme of works should be yearly prepared beforehand by the Public Works Department in the event of scarcity or distress rendering relief measures necessary

2/28

From—COLONEL D G PITCHER, Central Officer for Famine Relief, Gwalior State,

To—The Secretary, Sadr Board of Revenue, Gwalior State

Replying to your No 3363, dated the 22nd April 1897, received on the 23rd April 1897, I have the honour to submit, for the information of the Agent to the Governor-General for Central India as therein directed, the following report of the action taken by Gwalior on the suggestions made to His Highness Maharaja Sindhia by Lieutenant-Colonel A P Thornton after inspection of the famine relief measures undertaken by this State

2 I propose for convenience to follow Lieutenant-Colonel Thornton's report paragraph by paragraph.

*Paragraph 3*—Colonel Thornton estimated the yield at  $2\frac{1}{2}$  annas, at present grain prices such a yield is equivalent to a yield in ordinary years of 5 annas

*Paragraph 4*—Much stress cannot be placed on estimates of the members requiring relief. Emigration and immigration are unknown quantities which disturb such estimates. I believe I am right in saying that the North-Western Provinces Government estimated 10 per cent of the population as likely to come on to its hands for relief, but, as the latest returns show, the number has not yet reached 5 per cent for the districts officially recognised as distressed

In Gwalior the areas first notified as distressed have been varied somewhat by the amount of artificial irrigation for the rabi and by partial winter rain

At the very beginning of the scarcity notices were issued by the Darbar to every village in Northern Gwalior that work to an unlimited extent was available on the Guna-Bara, and in response to that invitation thousands of men, women and children, who but for the scarcity would never have resorted to such work, flocked down until the numbers at the time of Colonel Thornton's visit reached over 20,000 of Gwalior subjects alone. These, of course, were all counted as "emigrants." Being unskilled and out of condition these people have never been able to earn much more than the Famine Code wage. Since Colonel Thornton saw the works proper poor-houses at convenient points for dependants and helpless persons, light work for people too emaciated for a full task, ample medical aid and hospital accommodation have been provided. In short, the work which the unskilled people with their families and dependants from Northern Gwalior do on this work differ in no respect from that on a regular Famine Code relief-work, save that their piecework and cowrie labour is regulated by contractors' agents instead of by a paid staff, yet objections have been raised hitherto to those members being counted as "relieved."

I will now take the last issue of the *North-Western Provinces Government Gazette* to hand (that for May) and the last weekly return dated 15th instant issued by my office showing numbers on relief works and on gratuitous relief

The details are shown in appendix A

In the North-Western Provinces there are 18 districts officially recognised as distressed and 17 others (misprinted 19) in which relief of each kind is in progress, but which are said not to be officially recognised as distressed

The North-Western Provinces class measures of relief under four headings as follows —

- (1) On relief works,
- (2) Relieved as dependants,
- (3) In poor-houses,
- (4) Under other provisions of the code,

including relief from the charitable fund For Gwalior we show (2) and (3) in one and we show nothing under (4) because (a) we have up to date received no allotment from the charitable fund, and (b) I am uncertain as to what classes of relief should be here counted and I could only give rough estimates

I suppose the following might reasonably be counted —

- (I) People employed by zamindars in the construction of wells from advances made by the State
- (II) People employed as cartmen and coolies for carting stone, bricks, lime, fuel (for lime and brick burning), for the large number of masonry escapes and weirs under construction in connection with village tanks, also stoncutters at the quarries
- (III) Cartmen and zamindars engaged in the grain carrying trade which has been promoted by the Darbar's system of advances (see Colonel Thornton's paragraph 6) Since December last the number of carts continually so employed may be reckoned by thousands.

However, omitting heading (4) for Gwalior the figures appear to work out as follows —

For the 18 distressed districts of the North-Western Provinces the percentage under relief taking heading 1, 2, 3, is	..	4 98
For 18+17 distressed and partially distressed under 1, 2, 3, the percentages is	...	2 70
For the same districts but including heading 4 the percentage is	.	3 58
For Gwalior taking headings 1, 2, 3 only and including all parganas fully or partially distressed the percentage is now	...	4 89

I do not myself see how the above figures can be contested save the inclusion by me of 20,000 of the Guna-Bara Railway, and I submit that the figures should satisfy the Government of India that the Darbar has sufficiently acted up to Colonel Thornton's suggestions

*Paragraph 5* —Immediately following on Colonel Thornton's departure, orders were issued by the Board of Revenue to district officials reiterating former injunctions to desist from all attempts to collect revenue from villages either for the kharif or for the rabi harvests save in those cases where crops were actually harvested, and there only in exact proportion to the amount harvested and there is no doubt from the general absence of complaints since January last when a Central Officer was

appointed that the district officials have obeyed those orders with discretion. The assistants of the Land Records Department under the Central Officer have been and are still constantly on tour and act as a check on indiscreet zeal. The shrinkage this year of the annual income of the State owing to suspensions of revenue and customs may be put at from 25 to 30 lakhs of rupees.

I am a little uncertain as the identification of the sums mentioned by Colonel Thornton as granted by the Darbar for famine relief. So I may mention here the sums granted from the commencement up to date, omitting all expenditure on the Guna-Bara Railway since skilled and unskilled labour payment are there lumped up in one account, a fair enough estimate, however, of this latter would be 20,000 annas per diem for seven months, say 2,62,500 rupees.

<i>Items</i>	<i>Rs</i>
For Bhind and Sipri Railway (since Colonel Thorntons departure)	4,00,000
For roads, tanks and wells, partly for works constructed by the State and partly by zamindars	8,00,000
Poor-house relief	40,500
For purchase of grain (advances)	2,50,000
	<hr/>
Total	14,90,500
For relief-works in Malwa	25,000
	<hr/>
	15,15,500

In addition to above ever since scarcity was proclaimed the funds of the Department of Public Works for the year amounting to 6½ lakhs for North Gwalior have with His Highness's sanction been diverted since October from schools, hospitals, barracks and civil buildings to works that will employ the largest amount of unskilled labour, such as roads, tanks, etc., and sanction has been given (since Colonel Thornton left) to the Central Officer to carry on to the next year and expend in works suitable as relief-works all balances both in the Department of Public Works and in the Land Record Department. The balance in this latter department is due to settlement work having been stopped and will amount to about Rs 35,000. The year ends on the 5th June and the Department of Public Works balance on that date will probably be Rs 40,000.

*Paragraphs 6 and 7*—It may be admitted that up to January the measure of relief directly granted was more in favour of the zamindar and the cultivator than of the labouring class, but for that there were three good reasons *viz*, (1) the belief that ample work was open on the Guna-Bara Railway for the labouring classes since, according to the reports of the Engineer-in-Chief, there was all along room for many more than ever presented themselves, (2) the constant expectation of sanction to commence the Sipri line, and (3) the absence in the Department of Public Works of any preparation for large works suitable for the employment of the labouring classes.

All this has since been changed. Plans for another railway from Lashkar to Bhind were rapidly got out and sanction obtained by telegram to the railways both to Sipri and to Bhind. New roads were surveyed and are under construction in the Sikarwari, Gird and Bhandere districts, these two latter alone now employing between 9,000 and 10,000 people. Projects for irrigation works which before Colonel Thornton's visit had under the Sarsubah's supervision been selected where masonry rather than earthwork was required, have since been given the preference when affording large quantities of earthwork and a large number have been executed.

As to the emigration there are more points about it than are mentioned in this report or that it would have been possible to discover in so limited a tour. If water and grass are not procurable for cattle, the latter must be taken to more

favoured tracts It would not be practicable to forbid emigration or the driving away of cattle or to provide fodder at the villages for such hosts It is not from Native States only that on the first scare of famine people flock with their goods, chattels and cattle to Malwa I well remember, in 1877, that enormous numbers of men and cattle fled from Oudh to Malwa What of emigration from North-Western Provinces and Oudh this year? Numbers have come to Gwalior city and to Gwalior districts In one poor-house alone we have at this moment people from 16 British districts and from 11 other Native States, and a similar state of things will be found in most of our poor-houses and on many of our works Colonel Thornton notices that 1,700 men were found on relief-works at Etawah Further enquiry showed that most of them come from the adjoining Gwalior districts of Bhind, and naturally the people preferred relief-works close to their houses to others even at a moderate distance, but with the opening of more works in Bhind most of those emigrants returned There are still 500 or so in Etawah and the Darbar has recently sent an official with funds to bring them back Much the same thing recently occurred in connection with the British district of Jalaun, which is separated by the Pahuj river from the Gwalior district of Bhandere The Jalaun authorities opened large relief-works at several points near the bank of the Pahuj river, and the unemployed of District Bhandere flocked over to them in large numbers, although Bhandere was a district which had a fair kharif and had not been classed as distressed On receiving notice from the Jalaun authorities the Darbar at once sent over several officials with ample funds, who collected all the emigrants, marched them back and settled them on a relief-work started for their benefit At the same time, as lately reported, there are over 3,000 unskilled and practically famine emigrants from the North-Western Provinces at work on the Guna-Bara line Emigration to a considerable extent is due to the fact that the Thakurs and other Hindus of Gwalior intermarry largely with those residing in British territory in the canal irrigated tracts On the appearance of scarcity such men move over, and having placed their families and cattle with their relatives, go off to any works that may be nearest to hand The opening to free grazing of the Darbar forests in the Sheopur and Narwar districts has led to the temporary absence of many from their villages The Subah of Sheopur a few weeks ago reported that 20,000 people from other districts had recently come to reside for the time in his district

Putting these together with those on the various large railway works and roads accounts for a large proportion of the number reported as "emigrated" At present date the people of the districts referred to by Colonel Thornton are returning from Malwa by the Agra-Bombay road at a rate of about 250 per week, and they are in many cases bringing cattle with them What effect this scarcity has had on the agricultural prosperity of Northern Gwalior can only be accurately gauged by the area cropped next year should the coming rains prove sufficient

*Paragraphs 9, 10, 11, and 12* — Colonel Thornton has here correctly described the steps which under the orders of His Highness were promptly taken on the necessity for a change in system being brought to his notice The Board of Revenue was constituted the "Central authority," Colonel Pitcher Director, Land Records, and a member of the Board as a "Central Officer" and Surgeon-Lieutenant-Colonel A M Crofts, Residency Surgeon, Principal Medical Officer for famine code purposes Control was taken out of the hands of Sarsubah and placed in those of the Board The staff of 16 tahsils was materially strengthened Large works were organised under the Department of Public Works and an Irrigation Engineer (Mr F W Armstrong) was engaged At the same time, the Chief Engineer having retired from the 1st February the Department of Public Works was reorganised and placed under the supervision of the Board The Land Record staff of Inspectors, Kanungos and Patwaris, which is organised precisely on the system of circles referred to by Colonel Thornton, was placed at the complete disposal of the Subahs and Kamardars and regular diaries are kept by all Thus notice of where work can be got is quickly communicated to all, but the minute inspection and reporting on each individual distressed is not

yet practicable To carry out to the letter Colonel Thornton's suggestions in the second portion of his paragraph 12 would necessitate entrusting a number of not over well paid subordinates with State money to the certain demoralisation of many of them as explained during the Madras famine (*vide Pioneer*, April 30th)

*Paragraph 13*—Colonel Thornton's estimates as to numbers to be employed later on have been verified and as above explained provision has been made But it has only been quite recently that we have been able to get people to work at the strict famine code wage On the opening of the Sipri and Bhind lines for the first few days hundreds turned up their noses at the famine wage and left after a day or two

*Paragraph 14*—The doles at tahsils still continue and so does private charity in the shape of doles distributed by charitable Hindus To establish a regular poor-house at every tahsil would certainly result in complete cessation of private charity, nor could such a large staff of medical subordinates, etc., be readily procurable Poor-houses opened to all have been established at three points on the Guna-Bara line, at Guna city, at Lashkar (over 3,000 inmates) on the Sipri line works, Bhind line works, Daboh Road works, and Bhandar road works

*Paragraph 15*—An out turn of 8 to 12 annas in the kharif and 4 to 5 annas in the rabi noted by Colonel Thornton as observed in the Esagarh Prant means at present prices that the landholding and land cultivating classes of that Prant are fairly well off For the labouring classes the Guna Bara Railway, the Pachhar-Esagarh road (20 miles of earthwork and metal collection) with other roads and various tanks have afforded ample labour Lately owing to the numbers returning to North Gwalior the District Engineer had, for some portion of the line, to send to the Guna poor house to try and get more labour, but most of the able-bodied people in that institution refused to work either on the railway or on a district work which was specially opened for them close by, preferring to live in complete idleness on less than 11 pies a head rather than work for a wage which would give them more food

*Paragraph 16*—As showing the change which has taken place since the

*Note*.—Appendix B being a private letter written in anything but official language is not forwarded

D W K BARR,

*Agent to the Governor General*

26 5 97

Central Officer was appointed I beg to refer to appendices (B) and (C) being extracts from a letter dated 26th March and a report dated 9th May from Surgeon-Captain Malcolm Moore, C I H, who is in

medical charge With reference to the portion of this paragraph recommending the forcible restraint of emigrants, I am sorry to find myself unable to agree with Colonel Thornton as to the practicability of such measures as he advocates Apart from the legality of such attempts at personal restraint, the force of police necessary to effectually carry out such a measure could not easily be calculated The result would probably be perfect panic and most serious rioting We had a fair example lately at Khadraoni, where to keep the people of one plague-stricken village within bounds it took a regiment of infantry and even then some managed to get through

*Paragraph 17*—As I have stated elsewhere the stream of emigrants towards Malwa *via* the Esagarh Division has long ago stopped and is now reversed Tahsil officials were appointed to assist the railway staff of the Guna-Bara Railway Kitchens and medical aid have been provided

*Paragraph 18*—In this paragraph Colonel Thornton's recommendations are summed up and I may note against each

- (a) Large relief-works to be organised under central authority by the State engineers

This has been done

- (b) Organisation of village relief-works under the State Irrigation Department

This has been done and succession in works established

- (c) Establishment of properly controlled poor-houses supererised by the State Medical Department This also has been thoroughly carried out
- (d) Restriction of emigration This I submit to be impracticable and if considered practicable by the Government of India the Darbar will naturally look to the Local Governments on its borders to set an example How impossible it is to gauge the actual degree of distress and the resources of the people was lately illustrated at Khandraoni when the inhabitants of that plague-stricken village were informed that fire must be applied to their houses Five out of six admitted having money, ornaments, vesssels or grain buried in their houses, in some instances buried so deep that there was not time enough to dig it out The lambardar alone had Rs 1,500 cash buried or about four times the amount of his share of annual revenue

In conclusion I beg to remark that the thanks of the Darbar are, in my humble opinion, due to Colonel Thornton for the valuable aid afforded by his visit and for what I venture to call a most fair and impartial commentary on the course pursued by the Darbar

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## APPENDIX B

*Copy of a letter, dated 7th May 1897, from Surgeon-Captain C M Moore, M D, I M S, 2nd Central India Horse, to the Central Officee Famine Relief Works, Gwalior State,*

I have the honour to enclose herewith a brief statement of the working of the above camp during the month of April An average number of 1,696 per diem (of whom more than one-third are children) have received a fair subsistence ration at a cost of just one anna per head Almost all the internal work of the camp is done by the inmates it is most difficult to get them to do anywork outside, i e, the selected strong ones, it is found impossible to get them to work on the railway Owing however to the use of the ticket system (only given to fairly suitable cases) it is hoped that the majority of those receiving relief are deserving cases

## APPENDIX C

### *Guna Relief Camp expenses*

*April 1897*

	Mds	Srs	Rs	A	P
Jowar	540	23½	2 326	10	6
Salt	25	19½	99	14	6
Dal	64	17	281	12	6
Rice	18	32	112	9	0
Milk	29	12½	73	4	6
	678	24½	2,894	3	3
Average daily attendance			1,696		
Average daily amount of food			8½ chittaks		
Average cost per head per diem			Under 1 anna		
Pay of staff including overseers, clerks, watermen and general servants			68	0	0
Cost of word for cooking			22	13	6
„ ghurras			22	5	9
„ chappars			50	12	0
Total			164	1	3

Average daily attendance in hospital, 193

(Sd) C M MORE, M D,

*Surgeon-Captain, I M S,*

*Superintendent, Medical Famine Camp,*

7/120

# Appendix A.

Statement showing the number in receipt of relief for the week ending Saturday, the 8th May 1897, as per last issue of "North-Western Provinces and Oudh Government Gazette," dated 15th May 1897

Statement showing the numbers in receipt of relief for the week ending Saturday, the 15th May 1897

BRITISH DISTRICTS			GWAJIOR STATE DISTRICTS			REMARKS
Districts	Population	Numbers in receipt of relief	Districts	Population	Numbers in receipt of relief	
Agra	1,003,796	24,189	Bhind	222,544	925	Includes people from all affected districts and under poor houses includes dependents
Etawah	727,629	4,639	Tanarghar	171,151	1,363	
Cawnpore	1,209,695	11,606	Gird Gwalior	189,147	3,603	
Fatehpur	699,157	13,515	Sekewari	129,355	1,567	
Banda	705,832	226,251	Narwar	135,992	2,102	
Hamirpur	513,720	110,256	Bhandero	167,739	2,186	
Allahabad	1,534,658	296,462	Bhelsa	153,573	3,565	
Jhansi	683,619	72,829	Isagarh	84,945	683	
Jalaon	396,361	113,085	Mungroly	114,865	816	
Mirzapur	1,161,508	48,016	Chanderi	29,088	265	
Jaunpur	1,264,949	35,513	Bajrangarh	50,000	1,542	
Gorakhpur	2,924,957	28,724	Railway roads, poor houses, etc		51,724	
Azamgarh	1,728,625	12,354				
Lucknow	774,163	57,791				
Unao	953,636	31,885				
Rai Bareilly	1,036,524	35,342				
Sitapur	1,054,413	4,407				
Hardoi	1,121,211	135,059				
<b>TOTAL</b>	<b>19,587,453</b>	<b>1,261,923</b>	<b>TOTAL</b>	<b>1,445,403</b>	<b>70,751</b>	
<i>Details</i>			<i>Details</i>			
I—Employed* on relief works		799,412	I—Employed on relief works		58,281	
II—Relieved as dependents		155,102	II—Relieved as dependents and in poor houses		12,470	
III—Relieved as dependents in poor houses		21,553				
IV—Relieved* under other provisions of the Code including 25,742 from Charitable Relief Fund		285,266				
<b>TOTAL</b>		<b>1,261,923</b>	<b>TOTAL</b>		<b>70,751</b>	
Deduct figure* against item No IV		295,256				
<b>Percentage</b>		<b>4.98</b>	<b>Percentage</b>		<b>4.80</b>	
I—18 districts officially recognised as distressed	19,587,453		The number in receipt of relief on 8th May 1897, excluding those under other provisions of the Code		976,667	If the number on Guna Barr Railway been included the percentage will come down to 3.48 The number in receipt of relief including those under other provisions of the Code— 12,611,923 49,272
II—17 districts which are under observation but not officially reported as distressed	16,995,714				14,668	
<b>TOTAL</b>	<b>36,583,167</b>		<b>TOTAL</b>		<b>991,335 or 2.70 per cent on total population</b>	

\* Item No I excludes 8,037 and item No IV 1,723 or total 10,760 under Family Domains of the Maharaja of Benares as population is not known

D G PITCHER, Colonel,  
Central Officer, Gwalior Darbar

No 2053 I -A , dated Simla, the 1st June 1897

Endorsed by Foreign Department

A copy of the foregoing is forwarded to the Revenue and Agricultural Department, for information, in continuation of the endorsement from the Foreign Department, No 1215 I -A , dated the 1st April 1897

From the Agent to the Governor General in Central India No 5114 G , dated the 27th May 1897, with enclosures





1897

FOREIGN DEPARTMENT.

INTERNAL A.

Pros. June 1897, Nos. 171-186.

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Colonel Thornton's Report on famine in the Bhartpur State, and the  
Statements for February, March and April 1897.

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Branch, date, and NosBrief title of file

Intl A, March 1897, Nos 333 335

Statement for February 1897

„ June „ „ 157 164

Despatch to Her Majesty's Secretary of State regarding famine

INTERNAL A.JUNE.

Nos. 171-186

## BRIEF SUBJECT.

*Colonel Thornton's Report on famine in the Bhartpur State, and the Statements for February, March, and April 1897.*

## LIST OF PAPERS.

No 171.—Tel from the Agent to the Govr-Genl in Rajputana, No 1084-G, dated the 22nd March 1897—Refers to his letter No 909-G, dated the 13th March 1897, forwarding the Bhartpur Famine Statement for Feb 1897, and states that the Poltl Agent reports that the statement regarding the people eating grass seeds, etc, and not being able to work on public works is exaggerated

(Copy of above forwarded to the Rev. and Agri Dept, under endorsement No 1144 I.A., dated the 24th March 1897)

No 172.—From the Agent to the Govr-Genl in Rajputana, No. 1151-G, dated the 29th March 1897—Submits copy of a report by Col Thornton on the famine relief operations in Bhartpur Adds that the Poltl Agent considers it unnecessary to make any changes in the system now in force in the State

Nos 173-175 —Enclosures

(Copy of above forwarded to the Rev and Agri Dept, under endorsement No 1269-I A., dated the 6th May 1897)

No. 176.—To the Agent to the Govr-Genl in Rajputana, No 1584-I A., dated the 26th May 1897—States with reference to the above that the Govt of India do not desire to suggest any change in the method of conducting public works in Bhartpur, and approve of the suggestions made in paras 11 and 13 of Col Thornton's report, and enquire what steps are being taken to check emigration

(Copy of above forwarded to the Rev and Agri Dept, under endorsement No 1585-I A., dated 26th April 1897)

No. 177.—From the Agent to the Govr-Genl in Rajputana, No. 1449-G, dated the 15th April 1897—Forwards copy of a letter from the Poltl Agent, Eastern States, Rajputana, together with the Famine Statement of the Bhartpur State for March 1897.

Nos. 178-180 —Enclosures.

(Copy of above forwarded to the Rev and Agri Dept, under endorsement No 1482-I.A., dated the 21st April 1897)

## REFERENCES TO LATER CASES.

Branch, date, and Nos.Brief title of file.

*I. A. - July 97.  
Nos 20-30.*

*Bhartpur Famine  
Statement for  
May 97*

(To be continued on back, if necessary)

## KEEP-WITHS PRINTED.

Notes on the case.

## KEEP-WITHS NOT PRINTED.

- (1) List of papers restored to Records.
- (2) Originals and proofs

No 181.—From the Agent to the Govr-Genl in Rajputana, No 1683 G, dated the 29th April 1897—Submits a map drawn up by the Executive Engr, Bhartpur State, showing distressed area and position of various works in progress

No. 182 —From the Agent to the Govr.-Genl. in Rajputana, No 1972-G, dated the 15th May 1897—Forwards copy of a letter from the Poltl Agent, Eastern States, Rajputana, together with the Famine Statement of the Bhartpur State for April 1897.

Nos 183-185 —Enclosures

No 186 —Extract from the Diary of the Agent to the Govr-Genl in Rajputana for the period ending 1st May 1897—Reports a bonafid harvest in some parts of the Bhartpur State

(Copy of above to the Rev and Agri Dept under endorsement No 1982-I.A, dated the 21st May 1897)

1271

Famine.

Diary No 164-I A

Telegram No 1034-G , dated the 22nd March 1897

From—The Agent to the Governor General, Abu,

To—The Foreign Secretary, Calcutta

My 909-G , of March 13th, forwarding Bhartpur famine statement for February Political Agent reports that statement regarding people eating grass seeds and oil cake and not being able to work on public works is exaggerated, that daily wage is given when necessary, that conditions have improved Harvest work commenced and Devenish reports, additional measures not necessary

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No 1144-I -A , dated Fort William, the 24th March 1897

Endorsed by the Foreign Department

A copy of the foregoing telegram is forwarded to the Revenue and Agricultural Department, for information, in continuation of the endorsement from the Foreign Department, No 1045-I A , dated the 17th March 1897

Telegram from the Agent to the Governor General in Rajputana, No 1034 G , dated the 22nd March 1897



## No. 172.

No. 1151-G, dated Abu, the 29th March 1897

From—R J CROSTHWAITE, Esq., C.S.I., Agent to the Governor-General in Rajputana,

To—The Secretary to the Government of India, Foreign Department

I have the honour to submit, for the information of the Government of India, a copy of letter \* from Political Agent, with enclosures. Colonel Thornton's letter was received too late to enable me to obtain Colonel Loch's opinion regarding all the proposals contained therein, but I ascertained from him that he considered it unnecessary to make any changes in the system now in force in the State

2 In October last, when prospects appeared to be unfavourable, I sent Colonel Pulford, R.E., the Secretary, Public Works Department, to Bhartpur, and he, Colonel Loch, and Mr Devenish drew up together an ample scheme of relief works. In January last I deputed Mr Joscelyne, who succeeded Colonel Pulford, to examine the works, and his report showed that the arrangements made were, on the whole, satisfactory. He said—"I think that much credit is due to the vigilance and enterprise of the officers controlling the State works for the relief afforded so extensively during this time of very high prices. If anything they have erred on the side of liberality. But for the timely relief given to able-bodied labour, I have no doubt that there would have been acute distress in some parts, and the people would not be in such good condition as they generally are."

3 Though there are some parts of Bhartpur in which the crops are poor, yet there are other parts in which an excellent harvest is expected. There is no famine, but there are a number of people who feel the pressure of high prices and who are glad to get employment. The Bareta bund and other public works will, in my opinion, provide sufficient relief for those who can work, and I consider it inexpedient and unnecessary under present conditions to convert these works into famine works.

## No. 173.

No 965-G., dated the 18th March 1897

From—The Political Agent, Eastern States, Rajputana,

To—The First Assistant Agent to the Governor-General, Rajputana

I have the honour to forward a copy of report recently submitted by Colonel Thornton on the famine relief operations in Bhartpur. The submission has been delayed till I could procure the opinions of the Executive Engineer and Medical Officer in the State.

2 The former is attached (Appendix A), while the latter considers the existing medical arrangements are at present ample and adequate both as regards poor-houses and relief works.

3 I have personally visited the northern districts as far as Kama, 36 miles from Bhartpur. The rabi crops are quite up to 16 annas, and I am told by the Nazim of Deeg that beyond Kama the crops are still better.

Yesterday, 15th, I visited the poor houses at Kumbheer, half-way between Deeg and Bhartpur, there were only 85 persons taking relief. Of these 27 were blind, and only two persons (professional beggars) showed signs of emaciation. I would add that there are no mendicants to be seen along the road, or any signs of want or distress among the persons passing to and fro.

4 I hope shortly to visit the Bareta works, but from what Mr Devenish tells me, there appears to be no cause for any further anxiety. As pointed out by Mr Devenish, in whose charge are all the relief operations, the usual signs of severe distress are wanting in the State, viz., overcrowded works, wandering villagers, extensive emigration, public discontent, and visible destitution. I



# FOREIGN DEPARTMENT,

I 173 174

Report on famine in the Bhartpur State

certainly agree with him that there is no necessity for imposing any famine codes in the Bhartpur State, and that the ordinary works now in hand are quite sufficient for averting the present distress, as well as for providing for an increase which may occur within the next few months

No. 174.

A.

No 593—XXIII, dated the 15th March 1897

From—The Executive Engineer, Bhartpur State,

To—The Political Agent, Eastern States, Rajputana

I have the honour to return the Famine Commissioner's report on the Bhartpur State after perusal, and to submit the following notes on those portions of that report that deal with the works in my charge.—

*Famine Commissioner's report, paragraph IV.*

2 The small daily labour gang of 100 to 125 persons referred to consisted only of persons unfit for hard work—old men and women and small children.

These people collect and carry bundles of firewood from the bund which is 9 miles long I think they all do a few days' work judging by results.

*Famine Commissioner's report, paragraph V*

Colonel Thornton's opinion, that the existing distress in the lower half of the State is likely to last till the time of kharif cultivation, agrees with our forecasts Our existing programme of ordinary public works is sufficient to provide relief till then for the distressed classes, so far as distress can be relieved by wages earned by unskilled labour.

*Famine Commissioner's report, paragraph VII.*

4 I do not see that it is practicable to relieve the Executive Engineer of any of his ordinary duties in order that he may have more time to attend to famine relief measures, and for this reason I consider it highly desirable that the Executive Engineer should not be burdened with the formalities of the code until they are plainly called for by paramount necessity Up to the present and in prospect our ordinary public works answer and will answer every necessary requirement, viz. —

- (1) Suitable employment is offered and a fair wage paid for the same with reasonable promptness No applications for employment are refused.
- (2) The expenditure is comparatively moderate and within the means of the State.
- (3) There are no useless or unnecessary works, most of them are directly remunerative

Saving, however, the distinction between ordinary works and Famine Code works, the Executive Engineer fully recognises the considerations pointed out by the Famine Commissioner and devotes his constant attention to the utilisation of the works in progress for the provision of suitable employment and prompt distribution of wages

In fact the essential recommendations of the Famine Commissioner in paragraph VII are practically carried out.

*Famine Commissioner's report, paragraph VIII.*

At the time of Colonel Thornton's visit the proportions of contract workers to daily wage labourers was, as stated, about equal, viz, 5,176 to 5,407

(returns of 9th January 1897) Since then, contract work has been encouraged, and the present time we have about 8,000 contract workers to 6,000 daily wage labourers.

These latter are mostly persons unfit to earn their living by hard labour.

Colonel Thornton's information regarding the large numbers of the daily wage workers near the Bhartpur city is scarcely correct. In the returns handed by me to him, dated the 9th January 1897, the following numbers are given —

Bhartpur city unskilled contract workers . . . . .	188
„ „ daily wage . . . . .	1,339

out of a total of 5,176 and 5,407 respectively

It is true that some of the Bhartpur city people work in the neighbouring districts, but not to the extent assumed by Colonel Thornton

Our present numbers are—

	Contract or	Amanu or daily wage task work
Bhartpur city and neighbourhood . . . . .	700	1,200
Rest of the State . . . . .	7,300	4,800
TOTAL . . . . .	8,000	6,000

We are now endeavouring, as much as possible, to do all work susceptible of measurement by contract in accordance with the Famine Commissioner's suggestions. With reference to the Famine Commissioner's visit to Bareta, his recommendations have been followed and the rate for contract work considerably increased there.

*Famine Commissioner's report, paragraph IX.*

The "cowrie" system is adaptable to certain descriptions of work, but not to all. For instance, at Bareta the "Amanu" or daily wage gang is employed almost exclusively in breaking clods.

Arrangements have been made to carry into effect Colonel Thornton's suggestions regarding the treatment of persons arriving at work in a debilitated condition.

*Famine Commissioner's report, paragraph X*

Colonel Thornton's criticisms on our Famine programme are based on misapprehensions. The three lists he refers to are estimated as follows —

The first to provide employment for 15,000 for three months.

The second for 21,000 for three months, each in successive periods, and the third is an open programme to provide for a continuance of the employment of still larger numbers.

It is correctly stated that a few of the works entered in the lists are not of a directly remunerative character. Such works are, however, either necessary or useful, and it is doubly beneficial to the State to employ the present surplus labour on them, as they would otherwise eventually be done slowly and more expensively in prosperous years. About three-fourths of our works are directly remunerative.

## FOREIGN DEPARTMENT,

I 174 175

Report on famine in the Bhartpur State

The programmes contain only the names of works and portions of works suitable for unskilled labour

Thus the wild cattle fence referred to as unsuitable partly consists of a ditch and bank, 16 miles long, which is actually being excavated by unskilled labour. The careful distribution of works by locality has been most scrupulously attended to, and I suppose that Colonel Thornton has not had an opportunity of perusing the programmes, for they are drafted in seven separate subdivisions, each providing for separate localities

Likewise in actual practice our works are opened as nearly as possible where most required.

We have planned for the employment of larger numbers than those estimated by Colonel Thornton, but his estimate is probably close and is being borne out by results

### *Famine Commissioner's report, paragraph XIV.*

The prevailing conditions of scarcity and high food prices is still being kept from developing into severe distress, so far as it can be by the provision of employment for unskilled labour. I see nothing to gain by a formal definition of the Executive Engineer's duties, as these are thoroughly understood by the Political Agent and administration and myself, and carried out to the best of my ability and to their satisfaction

Here, again, I may say that we virtually practise the recommendations of the Famine Commissioner in all essential particulars.

The Famine Commissioner's recommendations, to the effect that all State officials connected with the works in progress should be in direct communication with the Political Agent, are most valuable. The Executive Engineer is already in this position, but it is highly desirable that the Chief Medical Officer and Chief Revenue Officer should be supplied with funds, which they can draw when required without continued reference to the administration. These officers should be vested with entire executive control of their establishment and funds, subject only to the directions of the Political Agent, Eastern States Rajputana

No 175

No 14, dated Camp Chaudla, the 22nd February 1897

From—LIEUTENANT COLONEL A. P. THORNTON, on special duty,

To—The First Assistant to the Agent to the Governor-General for Rajputana (through the Political Agent, Eastern States, Rajputana)

I have the honour to forward, for the information of the Agent to the Governor General as directed, a preliminary report on famine relief operations in Bhartpur from information collected by me during my recent tour in that State

2 My visit extended from the 17th to the 25th January 1897, and after conferring with the Political Agent and the State officials at the capital, I was enabled through the courtesy of the Darbar to make two lengthy tours in the Northern and Southern tahsils of the State in the company of the State Engineer. I thus visited and inspected the most important of the works then in progress, as well as the greater portion of the poor-houses which had been established under the Famine Relief Code

3 The following statistical and other information was obtained by me from the State officials and was verified where possible during my tour. The total area of the Bhartpur State is 1,974 square miles, with a population at the last census of about 600,000 persons. The total cultivated area, in 1895, was 587,292 acres of which 230,060 were irrigated and 357,232 dry cultivation. In 1896 the total area prepared for cultivation was 529,051 acres, but of this only 356,637 acres produced a crop. This area consisted of 144,301 acres irrigated

and 212,336 unirrigated. Of the above area the whole of the unirrigated land was cultivated for the kharif harvest and the whole of the irrigated (i.e., well and inundated land) is now under rabi.

4 The Bhartpur State is divided into two revenue divisions, consisting of 12 parganas or tahsils. Of these the five northern parganas of the Deeg division, viz., Gopalgarh, Pahari, Nagar, Deeg and Kama, may be classed as unaffected, whilst the whole of the six parganas of the Bhartpur division and the Deeg pargana of Kumbher have suffered to a varying extent from distress due to a short kharif crop and the prevailing abnormally high price of food-grain. In the five northern parganas the outturn of the kharif harvest averaged an eleven-anna crop over the whole cultivated area, which was only slightly below normal. The present rabi crop, though confined to the irrigated area, or rather under  $\frac{2}{3}$  of the whole normal, is an unusually fine one and has been estimated as high as 14 annas in the rupee.

After personal inspection of the various public works now in progress in these parganas, and as the result of close enquiry from persons of all classes at the principal market town of Deeg and those living in the villages through which I passed during my tour, I fully concur in the opinion expressed by the State authorities that these parganas are not affected by agricultural distress either present or prospective.

At the same time the repairs to, and extension of, the Sikri bund, which is an irrigation work of a most remunerative kind, and which is being carried out for the most part as an ordinary work, might be continued with advantage to the State as a protective work, but I strongly recommend that the "Aman" or daily paid labour employing some 100 to 125 persons, now engaged, should be set to task work or paid on the "cowrie" system, whilst the so-called test work of excavating a tank at Gopalgarh should be closed or continued as an ordinary work under the direction of the State Engineer on the same lines as the construction of the Sikri bund. The poor-house at Deeg is being maintained at some expense by the State and is quite superfluous. It contained at the time of my visit only nine or ten persons, some at least of whom made an additional living by begging in the streets of the town. It might well be closed and the inmates left to be supported by private charity, which is daily dispensed by one of the principal grain-merchants in the town of Deeg.

5 The condition of the remaining seven parganas of the State gives much more ground for anxiety, and there is no doubt that the relief measures now in operation will require careful supervision and possibly considerable extension. It is unlikely that the existing distress which, though limited at present to the labouring as distinct from the land-holding classes, is undoubtedly severe throughout the extreme south and west of the State, will be permanently relieved by the rabi harvest now on the ground, and it may therefore be presumed that relief works on a considerable scale as well as an organised gratuitous relief will have to be provided up to the time when the kharif cultivation will draw off most of the relief labour.

6 The condition of these parganas is widely different from that of the northern above reported on. Owing to overassessment arising from the failure in the time of the late chief to maintain the inundation works on which the fertility of the country depends, whilst still exacting the full revenue demand from the ravages of wild cattle and other animals and from the poverty of the harvests culminating in the extensive failure of last year's kharif crop, the resources of the cultivating classes have fallen to a low ebb, whilst a very large proportion of the labouring classes must come on State relief more or less continuously until the next kharif harvest if an abundant one brings the distress to an end. The statistics furnished by the State Revenue Department of the past kharif, and present rabi harvests in this portion of the State are as follows — Excluding some 54,375 acres of salt-impregnated land which, owing to deficient rainfall, could not be cultivated in 1896 for either kharif or rabi, an area of 250,000 acres was prepared for cultivation. Of this one lakh of acres

was put under kharif and produced an average crop of some six annas in the rupee only. The two parganas of Rupbas and Uchani, containing 21,305 acres and 4,500 acres of kharif cultivation, respectively, were rather better than the rest, but the average was as above. Of 150,000 acres reserved for rabi cultivation, only 75,000 of well-irrigated and 22,300 of inundation land was actually brought under crop, 25,000 acres of well land and 27,700 acres barani land remained uncultivated owing to deficient rainfall. The area therefore under crop at the present time is less than  $\frac{2}{3}$  of the normal area, and the probable outturn of the harvest has been estimated at from 12 to 14 annas in the Uchani Pargana and from 8 to 10 in the remainder.

These statistics go far to establish the necessity for the relief measures which have been already applied, and point to an almost inevitable increase of distress amongst all, but the substantial landholding class as soon as the temporary effect of the rabi harvest has passed off.

7 The organisation prescribed by the Abstract Famine Code for Native States had so far been carried out that the Chief Revenue Officer had been entrusted with the duties of Central Famine Officer under the direction of the Political Agent who is administering the State which is under the superintendence of the Government of India, but I think that some further elaboration of the organisation required for the really effective administration and supervision of relief measures is required if the risk of a break-down in the event of any sudden increase of distress is to be guarded against. To begin with, I think that all officers on whom the responsibility for the effective application of relief measures rests, should be formally appointed as Famine Relief Officers, and the nature of their duties prescribed. They should so far be relieved of their ordinary duties as to make it possible for them to personally supervise the actual working of the measures, for which they are responsible, and such assistance, in the shape of additional establishment as may be found necessary, should be given them. The three State Departments which are immediately concerned in famine relief operations are the Revenue, the Public Works and the Medical, and the heads of all three should be officially appointed as Executive Famine Officers under the central authority, which in the case of Bhartpur would be the Political Agent, and the spheres of their duties and responsibilities should be defined. The greatest importance attaches to the employment of all the European officers attached to or in the service of the State in actively superintending the conduct of relief operations, and no expense should be spared to enable their services to be utilised to the utmost. This observation applies with almost equal force to both the State Engineer and the Agency Surgeon or Principal Medical Officer in the State, who in most instances constitute the only available European Agency for the energetic organisation and effective application of famine relief.

8 The actual measures of relief in progress in the affected area at the time of my visit to Bhartpur were the employment of some 10,500 persons under the State Engineer and the gratuitous relief of about 500 more in poor-houses. The works under the Public Works Department were not being carried on in conformity with the rules or principles of the Famine Code, but as ordinary State works, partly by contract and partly by daily or *Amani* labour, the numbers on each were, according to the returns furnished to me, 5,176 and 5,407 respectively. A very large proportion of the persons on daily labour were employed on works in the neighbourhood of Bhartpur city of an unremunerative kind, and which did not allow of measurement or computation of the work done by each individual or gang. Most of the persons employed were residents of the city of Bhartpur and their attendance was intermittent. It is clear that to employ on such works persons other than the professional labourers who furnish the daily labour gangs in ordinary years was subversive of the principles on which famine relief is based, and should be discontinued as soon as possible in favour of some system of task work, either by measurement or by payment on the "cowrie" system. The principal

remunerative work in progress visited by me was the construction of the Bareta bund. On the date of my visit some 3,100 persons were employed on this work, of whom 250 were on the "Aman" or daily labour system and the balance working under petty contractors on the contract system. The rates to be paid by the contractors to the workpeople were kept distinct from the profit to be made by the latter. The system of payment was by advances on a running account between the contractor and the head of each gang, which, as a rule, consisted of the immediate family or dependants of the headman. The average number working in a gang was 3 or 4, and after examining a number of the gang accounts kept by the contractors, I found that the average earnings of each gang worked out to  $1\frac{1}{2}$  anna per head per diem. This with grain selling on the spot at  $8\frac{1}{4}$  seers per rupee comes to a little over the minimum famine wage. The contract rates at which the earthwork was being done was 6 annas per 100 cubic feet or Rs-12-9 per 1,000 cubic feet to labourers and Rs-4-2 inclusive of contractor's profit, but the lead in most places was a long one and the height of the bank considerable. I understand that an increase in the rates was about to be made. No special increase in the ordinary earthwork rates of the district had been made. The Aman or daily labour rate was 2 annas,  $1\frac{1}{2}$  annas and 1 anna for each man, woman and child, respectively, which works out to approximately the same as the earnings of the contract labourer.

9 The condition of the people on the works was generally good, and I think the continuance of the petty contract system with a few modifications has under the circumstances much to recommend it. The insuperable difficulty of effectively carrying out any system of task work with classification of labour and daily measurement of work done with daily payment arises from the absence of trained subordinate establishment which is common to all Native States. The choice, therefore, lies between continuing the contract system, which at least ensures a defined amount of work being done for the expenditure, and the system of daily labour with or without classification of workpeople in return for a daily wage, but without the effective enforcement of any defined daily task, the result being the entire loss of any test of destitution amongst the people supported by the State and a grossly inadequate return for the expenditure incurred.

Throughout my tour I have found works of a suitable character, *i.e.*, giving employment to the largest amount of unskilled labour for a considerable length of time, being most efficaciously carried on as famine relief works, when the system on which they were conducted was the ordinary petty contract one at the ordinary rates of the State or district. I found that quite  $\frac{5}{8}$ ths of the persons employed on such works were working cheerfully and earning a sufficiency in self-formed gangs at contract rates, whilst the remainder were employed on a daily wage. For this residue the best system is undoubtedly that of payment on the "cowrie" principle for each head-load carried. The earnings of each individual under the system even at the contractor's rates were sufficient in the aggregate for the support of the family, whilst the cash payment for each head-load carried made the work popular. This "cowrie" system seems especially suitable for new comers on relief works until they settle down and can make up gangs for the more profitable contract work. By reserving light pieces of work for the employment of new-comers on this system, it is possible to provide for those who arrive in a debilitated condition without increasing the rates on which the estimate for the work is based and in extreme cases where through emaciation the minimum famine wage cannot be earned. I would recommend that a daily dole of grain for a definite period of time should be given to each new-comer to supplement his actual earnings, in preference to granting any general rise in the rates. The dole given should only be sufficient to raise the actual estimated earnings to the minimum famine wage. I strongly deprecate the not uncommon practice of sending on to relief works those persons who from age, infirmity, or disease are incapable of earning a substantial living. Such people are a burden to their relations and others

whose own earnings on the work are in the vast majority of instances insufficient to stand the tax without detriment to themselves. All such persons with the following exceptions only should be prevented from living on or near the works. They should be drafted into poor-houses at convenient points, such as tahsils, and should be kept there on a small daily ration of cooked or uncooked food, or if the numbers increase to an unmanageable extent, they might be sent to then villages and there receive a daily dole of grain from the headman, village accountant or other respectable person so long as the distress lasts. The exceptions to the above recommendation are the small infants of persons actually employed on the work who do not return each evening to their village, or the elderly relatives of persons who have come from a long distance in search of work. These might be kept at a small poor house in the vicinity of the work and receive a daily ration of cooked food. Their relatives should have free access to them, but, with the exception of the infants, they should not be allowed to leave the poor house. Such poor houses could most conveniently be supervised and administered if attached to the dispensary or hospital which must necessarily be kept up on every large work.

10 The provision in advance of a sufficient number of works suitable in size, character and position to meet all probable demands for relief is of the first importance. I found in Bhurtpur that three lists of such works had been prepared, which were estimated to supply employment for 15,000 persons for three months. Some at least of those works were not of a directly remunerative character, and others, such for instance as the new wild cattle enclosure, though beneficial, not adapted to famine relief requirements. Again the careful selection of otherwise suitable works with regard to their position in the affected area so as to provide employment for those requiring relief within such distance of their homes as would obviate their camping on the work had not received adequate attention.

I found that at the Baieta bund and at many other places visited during my tour that relief workers preferred to come daily a distance of four or five miles to the work to abandoning their homes for the time being. This practice has many advantages as preventing the collection of non workers, infants and infirm people on the works and diminishing the risks, expense and administrative difficulties necessarily incurred where large numbers of persons are temporarily encamped. As above stated, the total number of persons on relief works at the time of my visit amounted to between 10 and 11,000, but of these more than half were employed on daily labour in the immediate vicinity of Bhurtpur itself. It may be presumed that not less than 20 per cent of these persons were attracted to the work by the absence of any definite task and under the pressure of high prices. It is unlikely that any large proportion of these persons would come on the contract labour works or submit to the test of payment by results. It may, therefore, be calculated that the number for whom relief work is actually required at present in the affected area does not exceed from 8 to 9,000 persons, but after the rabi has been harvested, it is possible that the numbers on relief works will go up to double this amount or from 16 to 18,000. It would not be safe, I consider, to estimate for less than the above number in planning out suitable works and providing the necessary funds.

11 The poor-houses I found open in the affected area were at Kumber, Uchari, Biana and Nadhai, of these I inspected the first three. The only one of these in which the relief actually given was in any way adequate to the expense incurred was at Biana, where 144 persons were present. At Kumber and Uchari there were under 30, and more than half of these were professional beggars, cripples, blind and maimed, the remainder were old men and women and infants. The cooked food supplied was in excess of the requirements of the case, both as regards quality and quantity, and the establishment employed unnecessarily large. Owing to lax supervision the inmates were allowed to beg about the village as they pleased, and in some instances they absented themselves or returned at will. At Biana certainly one half of the 144 present at my visit were small children, and yet the average expenditure

per head came to 1 anna 11 pies or 25 per cent more than the average earnings of the able-bodied labourers on the Bareta bund five miles away. A large number of wretched-looking people had been collected outside the poor-house for my inspection. These were stated to be all residents of Biana, which appears to be a poverty-stricken town. It was, however, stated that none of the Biana people had gone to the Bareta bund works, and so I presume that the distance was just too great for them to go and return the same day, or that they had some other means of subsistence. The administration of the poor-houses requires more effective supervision to prevent waste and to secure that only those persons for whom they are intended under the principles contained in the Famine Code are admitted, and the rules for their government enforced. As a purely charitable form of relief the professional beggars now concentrated at these poor-houses might receive a daily dole of uncooked grain.

12 The supply of food-grain throughout the affected area was amply sufficient for all requirements and no apprehension as to any future failure exists. The Bhartpur State annually exports about 5 lakhs of maunds of food-grain, which in the past year fell to under 90,000 maunds. The import by rail during 1896 amounted to 81,000 maunds actuals to end of September, when all import duty was taken off and an estimate of 80,000 maunds since that date. Of this almost the whole was for the supply of the city of Bhartpur. The Bhusawar Pargana in the affected area imported some 12,000 maunds by rail, but at the time of my visit the bulk of the imported grain trade was by pack-bullocks from Hindoun in the Jaipur State, between which place and Biana a brisk trade was being carried on.

It is believed that this grain was principally exported from Kerowlee and Kotah. The price of the ordinary food-grains was about 9 seers per rupee with a tendency to become cheaper. The price of grain at the Bareta bund works was 8 to 8½ seers. This is dearer than it should have been and indicates a combination between the dealers there. The Darbar could probably arrange for a cheaper supply by giving contracts to the Hindoun traders or by granting a monopoly on favourable terms to some substantial grain-merchant in Biana.

13 There is no effective organisation for the close and frequent inspection of villages in the remoter parts of the affected area and for drafting from thence persons in distress on to relief works. When the distress was first felt, it is admitted that a considerable emigration took place from the affected area. It is to be hoped that a large proportion of the emigrants found a livelihood in Kerowlee and other adjacent States, where the harvests have been sufficient to provide a surplus. Those who pushed on in the direction of Malwa in accordance with tradition must have suffered severely, judging from the amount of actual starvation, especially amongst emigrants, which I found existing on the road between Gwalior and Indore. All further emigration from Bhartpur should be strictly prohibited, and all persons found wandering without any definite object or means of subsistence should be compelled to return to their villages or to go on to relief works. The responsibility of carrying out this order should be imposed on all police officials throughout the State. The Bhartpur cattle, though rather poor in condition, did not appear to me to have suffered severely, but the throwing open of all the Government grass preserves should be at once directed.

14 In conclusion I propose to recapitulate the measures which I consider should be given effect to with the least possible delay in view of the likelihood of an increase of distress in the southern and western parganas of the State after the effects of the harvesting of the rabi crop have passed off. The most important of these is the improvement in the organisation for dealing with the several branches of relief administration by formally investing the principal departmental officers with certain defined duties and responsible powers. These are the State Engineer, the Principal Medical Officer and the Chief Revenue Officer. To each of these within their respective spheres, and subject only to



## FOREIGN DEPARTMENT,

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### Report on famine in the Bhartpur State

the financial and general control of the Political Agent as Superintendent of the State, should be assigned the duties of making all the preparations for and carrying out all the relief measures contained in the Famine Code in order to cope effectively with the existing severe distress and with any future increase of it. These officers should be given any assistance they require for the conduct of their ordinary duties, in order to allow of their constantly visiting the relief works and supervising personally the work of their subordinates, in order that all the prescribed forms of relief may be applied to any emergency that may arise. The division of the whole of the affected area into relief circles and the systematic inspection of each village by the officer in charge is part of the duty of the Chief Revenue Officer and he should be able to command the services of the police in any way that may be required. Each head of department should have the right of direct communication with the Superintendent of the State, and should be directly responsible that all orders issued by the State Government are promptly and fully given effect to.

The prevention of any further emigration and the opening of all State grass reserves are also important matters. If this has not already been done, the question of granting compensation allowances to all State servants and establishments within certain limits should be carefully considered. The organisation of charitable and gratuitous relief in the city of Bhartpur should also receive attention.

No 1269-I A, dated Simla, the 6th April 1897

Endorsed by the Foreign Department

A copy of the foregoing is forwarded to the Revenue and Agricultural Department, for information, in continuation of the endorsement from the Foreign Department, No 1141 I A,

Letter from the Agent to the Governor General in Rajputana No 1151 G, dated the 29th March 1897, with enclosures

dated the 24th March 1897

*11/7/97*

No 1584-I A, dated Simla, the 26th April 1897

From—W J CUNNINGHAM, Esq, C S I, Secretary to the Government of India, Foreign Department,

To—The Agent to the Governor-General in Rajputana

I am directed to acknowledge the receipt of your letter No 1151-G, dated the 29th March 1897, forwarding a report by Colonel Thornton on the measures for relief in the Bhaitpur State

2 The Government of India consider that Colonel Thornton's report gives a clear view of the situation and contains practical suggestions, the value of which would have been enhanced if it had been written with greater promptitude after his inspection and submitted to the Government of India with less delay. The Government of India do not desire to suggest any change in the method of conducting public works in Bhaitpur. They accept your assurance that there is no actual famine in the State, and they will rely upon the Executive Engineer's assurance that the ordinary public works as being administered will answer necessary requirements. The Governor-General in Council is the more ready to trust to the present arrangements because the Executive Engineer states that he devotes his attention to the utilisation of the works in progress for the provision of suitable employment, and to the prompt distribution of wages, that contract work is encouraged, the rate for contract work is increased to suit the circumstances of the labourers, and arrangements exist for the treatment of persons arriving on the works in a debilitated condition.

3 The suggestions made in paragraphs 11 and 13 of Colonel Thornton's report, regarding the supervision of poor-houses and the close and frequent inspection of villages in the remote parts of the affected areas, are worthy of every consideration, and if effect is given to them, much may apparently be done to prevent privation, and to deter distressed persons from wandering.

4 I am to enquire what steps are being taken to check emigration, which, as the distress becomes severer, is likely to increase, unless precautionary measures are adopted.

No 1585-I A

Endorsed by the Foreign Department

A copy of the foregoing is forwarded to the Revenue and Agricultural Department for information, in continuation of the endorsement from the Foreign Department, No 1269-I A, dated 6th April 1897.



## No. 177.

No 1449-G, dated Abu, the 15th April 1897

From—R J CROSTHWAIT, Esq, C S I, Agent to the Governor General, Rajputana,  
To—The Secretary to the Government of India, Foreign Department

In continuation of my letter No 909-G, dated the 13th ultimo, I have  
the honour to submit a copy of a letter \*

\* No 1291 G, dated the 10th April 1897

Rajputana, together with the Famine Statement of the Bhartpur State for the  
month of March 1897

2 Out of the total number of 9,165 persons employed in the Public Works  
Department it is reported that 493 persons are immigrants from the North-  
Western Provinces and Native States The number of immigrants from the  
North-Western Provinces is said to be 235

3 The map submitted by the Darbar was in vernacular and has been  
returned to the Political Agent with a request that a revised map in English  
be submitted.

## No 178.

No. 1291 G, dated the 10th April 1897

From—LIEUTENANT-COLONEL J H NEWELL, Political Agent, Eastern States, Raj-  
putana,

To—The First Assistant Agent to the Governor-General, Rajputana.

In continuation of my letter No 1290-G of to-day's date, I have the  
honour to forward the Famine Statement for the month of March, which has  
just been submitted by the State Chief Revenue Officer.

The report has been prepared after personal and local enquiries and gives  
much useful information on the present stage of scarcity It may specially be  
noted that the numbers on relief works have greatly diminished owing to rabi  
harvesting, that prices are improving, and that the poor-houses are but poorly  
attended All these conditions clearly show that pressure is not severe The  
numbers on relief works may, however, be expected to rise again till July  
when kharif operations will commence

I would add that I have seen the northern districts of Kumbhere, Deeg  
and Kama, and towards the south, Bareta and parts of the Biana and Uchein  
tahsils From personal enquiries I gathered that on unirrigated lands the  
outturn of the rabi crop is about eight annas in a rupee on about two-thirds  
of the usually cultivated area. On irrigated land and soil affected by the  
Ban Ganga overflow the usual extent has been cultivated, resulting in a 14 to  
16-anna crop

I have not yet seen any starving persons in the State, they certainly are  
not on the relief works, for of the 1,700 I saw at Bareta, all were well nourished  
and looked contented

A famine map on a large scale furnished by the Chief Revenue Officer is  
attached to the Famine Statement

Famine Statement for the month ending 31st March 1897

State	Area 2	Population in thousands 3	Affected area 4	Estimated population in thousands of column 4 5	Total number on relief works on last day of month 6	Numbers on gratuitous relief 7
1				5	6	7
Bhartpur . . . . .	1,974 07	689	1,325 25	440	92	387
Under Public Works Department on ordinary public works not under Code rules . . . . .	...			..	9,073 *	..
					9,165	387
					9,552	

\* On Saturday, the 27th March 1897

## No 180.

*Private Relief*—Nil See remarks on the last statement

*Village and Poor-house Relief*—Number of poor-houses was the same as in the last month On last day of the month the number of inmates was (Uchein 56, Biana 15, Kumbhere 21, Nadbai 185)=317 inclusive of 5 immigrants Relief was also given, both in grain and cash, to 77 women and men of respectable position in their homes, in the following places —

Rupbas 17, Bhusawar 3, Akhaigarh 4, Nadbai 9, Bhurtpore 6, Biana 27, Khora 3, Rudawul 5, Halena 2, Pipran 1, and some light work was taken from them. In this relief there is an increase of 12 persons

Reduction in the number of inmates is due to the commencement of the *rabri* harvesting from the beginning of the month Even the weak persons, who either preferred the picking up of coin-cars or entertained the hope of being supported by their relatives with the new corn, left the poor-houses Now the inmates present in the poor houses are such as are either unable to work or have no friends to look after Similarly a steady decrease has occurred in the number of labourers on the ordinary works under the Public Works Department —

(b) Thirteen rugs were distributed during the month to both the poor-house inmates and other famished persons.

(c) The sick were given diet as prescribed by Hospital Assistants In this month a new Hospital Assistant was sent to the poor-house of Nadbai

(d) No epidemic disease in the poor-houses. The deaths were 4 from ordinary diseases (Biana 1, Kumbhere 1, Nadbai 2), and they were disposed of according to their religious law

*General Character of Relief Works*.—No relief work was in progress except the ordinary works of Public Works Department However, a petty relief work of clearing the Halena tank was started on the last day of this month under the Revenue Department and the number of labourers was 92 on the very day

*Physical condition of people*—So far as I could specially see the condition of people in towns and villages, it was generally not bad Even to measure the condition of poor-house inmates, those who had lived full month in them were weighed and found heavier than they were on the date of admission, from which it may be inferred that their condition was good

*Death, if any, from starvation*—Nil.

*Food stocks*—The same as in the last month

The grain prices on last day of the month were as follows in Bhartpur.—

				Wheat.		Grain		Bajra		Moth					
				s	c	s	c	s	c	s	c.				
Last month				.	.	.	8	4	9	4	9	4			
Present month				.	.	.	10	0	11	0	8	0			
				Jowar		Mixed Gram and Barley		Mixed Wheat and Barley		Maize		Barley			
				s	c	s	c	s	c	s	c	s	c		
Last month				.	.	9	12	9	8	8	12	10	4	9	8
Present month				.	.	11	0	13	12	11	12	11	8	13	8

In this month a good fall has occurred in the prices of all crops except Bajra This fall is due to the *rabri* outturn which has in places begun to come

for sale to the markets Raja being a kharif crop has closed to import, and its stocks have nearly come to exhaustion

*Importation of grain*—Much less than before, because the rabi corn is coming forth

*General condition and prospects of affected areas*—In the beginning of February the condition of affected area was exactly the same as was reported in the last statement, and in consequence a request was made for starting the relief works in those tahsils. But the sanction to this was not received in time, and the people of low castes (chamars, etc.) passed the month under the same straightened circumstances, but no loss of life has been reported.

In the beginning of March the harvesting of rabi commenced, and these people began to support themselves either by field labour or by the corn taken out of the picked-up corn-cars or by the one given to them on such occasion by the Zemindars in remuneration of their services. But I think they shall hardly be able to pass the month of April in this way, for I entered the houses of such people and found that they had no stock of grain to live on, but to live from hand to mouth with what they could procure in this way. After April they shall have no means of livelihood, and this state of things shall continue up to September next. But the Executive Engineer tells me that as the ordinary works under the Public Works Department have been started numerously and the number of labourers on them is proportionately much less, he will employ such persons who shall have no means to live on, but will be willing to work. This being so the rest, who will be found unfit for labour, will at the same time be taken into the poor-houses. But should the number of famine-stricken increase steadily and the starting of relief works deemed necessary, such works will, however, be started provided that the Executive Engineer is allowed to do so in view of the circumstances of both the people and the ordinary works under him.

As to the agriculturists their condition is something good as they have rabi outturn in hand, though it is too inadequate to cope with the demand of the Raj Revenue and the Bohia debts they had taken to stand against the distress, on account of which they will have to put some part of it in the payment of the above and something left for themselves. However, their difficulty will not be too great in the future as they have set themselves at the cultivation of cotton and sugar-cane and begun to sow melon, cucumber and muskmelon, etc., which will assist them in passing the months of May and June as they had done up to this time by eating raddish and carrot, etc., sown by them in the beginning of rabi season.

(b) No remarkable change occurred in the prosperity of affected area except that the Zemindars have got something for some time to live on, on account of the ripeness and the harvesting of their rabi crops, because the crops have suffered from the high westerly winds and the deficiency of water in wells, and the produce is thus not expected to be as much as was anticipated. In the northern tahsils of Gopalgarh, Pahari, Nagar, and Deeg, the crops were, however, comparatively promising well, but they have already been damaged to some extent by hailstones in the Gopalgarh and Pahari Tahsils.

*Changes in rates of wages*—No change occurred in the rates of wages, as under article 70 of Famine Code merely cooked food is given to the poor-house inmates. Since the end of this month mustard oil has been added to their ration at the rate of 2 chittacks per twenty individuals.

*Emigration or Immigration*—Some persons of the southern tahsils where the rabi was poor appeal to have left for the tahsils of Gopalgarh, etc., where it is comparatively better or for other tracts where they had hope of getting employment in connection with the rabi harvesting.

*Other matters.*—The condition of cattle in this month was the same as was in the last month. But now they have been allowed to graze in the

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harvested fields which will assist them in some degree to improve their condition. Moreover, the new "Bhusa" of rabi will soon be available for them.

*The 4th April 1897* }

(Sd) SOHANLAL,  
*Chief Revenue Officer, Bhartpur.*

No 1432-I A, dated Simla, the 21st April 1897.

*Endorsed by Foreign Department*

A copy of the foregoing is forwarded to the Revenue and Agricultural

From the Agent to the Governor General in Raj-  
putana, No 1449 G, dated the 15th April 1897,  
with enclosures

Department for information, in continuation of the endorsement from the Foreign Department, 1045-I.A, dated the 17th March 1897.

No, 181.

No 1633 G, dated Abu, the 29th April 1897.

From—R. J. CHOSRUWAITE, Esq, C.S I, Agent to the Governor-General in Raj-  
putana,

To—The Secretary to the Government of India, Foreign Department.

In continuation of my letter No. 1449-G., dated the 15th instant, I have the honour to submit a map\* drawn up by the Executive Engineer, Bhartpur State

\* Unprinted K W. No 2

showing the distressed area and the position of the various works in progress.





1702

Famine

Diary No. 294 I (a)

No 1972-G, dated Abu, the 15th, May 1897

From—R J CROSTHWAITE, Esq, CSI, Agent to the Governor-General in Rajputana,

To—The Secretary to the Government of India, Foreign Department

IN continuation of my letter No. 1683-G,\* dated the 29th ultimo, I have

\* Letter forwarding a map of the distressed area the honour to submit a copy of a letter† received to-day from the Political Agent,

† No 1806 G, dated the 12th May 1897 Eastern States, Rajputana, together with the Famine statement of the Bhurtpore State for the month of April 1897

2 The number of persons employed on ordinary public works, though high, has been exceeded in previous months In February it was 14,711 The fall in the price of barley must afford considerable relief

17183

No 1806-G, dated the 12th May 1897.

From—The Political Agent, Eastern Rajputana States,

To—The First Assistant Agent to the Governor General in Rajputana

I HAVE the honour to forward herewith copy of the Famine statement for the month of April 1897, received from the Chief Revenue Officer, Bhurtpore State

2 The numbers on ordinary works under the Public Works Department during the month of April have risen by 1,240 since last month, and a still more rapid rise may be expected

3 It seems to me, however, that the Public Works Department can supply all that may be wanted in the way of labour for the indigent for the next four or five months

4 I am not quite sure whether village inspection for the relief of the infirm and aged is being properly carried out, and I am giving this matter my attention

17184

Famine Statement for month ending 30th April 1897.

State	Area	Population in thousands	Affected area	Estimated population in thousands of column 4	Total number on relief works on last day of month	Numbers on gratuitous relief
Bhurtpore	197,407	639	132,525	440	82*	360
					10,313	
					10,395	360
					10,755	

\* On Halena tank

1785

*Private relief*—No private relief in the State

*Village and poor-house relief*—(a) Number of poor-houses was the same as in the last month On last day of month the number of inmates was (Uchain 52, Kumhere 9, Naddai 168, and Biana 50) = 279 inclusive of 4 immigrants as against 310 on that day of the last month with a decrease of 31

Relief was also given, both in grain and in cash, to men and women of respectable position, who were reduced by want, but in view of their position were unable to join the poor-houses, in their homes at the following places — Rupbas 17, Bhusawar 3, Naddai 9, Bhurtpure 11, Biana 31, Halena 1, Pipran 1, Khera 3, and Rudawal 5 = 81 as against 77 in the last month with an increase of 4 which is usual Thus the number of persons on gratuitous relief was 360 as against 387 in the last month Reasons for reduction in the number of poor-house inmates are the same as stated in the last statement In the poor-house of Kumhere the number of inmates was 9, which was too small to justify the expenditure of maintaining the poor-house establishment Hence it was closed and its inmates drafted to the nearest poor-house of Uchain and its furniture preserved for use in future if necessary

(b) Thirteen rugs and other necessary raiments were distributed to the poor-house inmates

(c) The sick were given die' as prescribed by the Hospital Assistants

(d) No epidemic disease during the month The deaths were four from ordinary diseases and the dead were disposed of according to their religious law

*General character of relief works*—No relief work was in progress under the Revenue Department except the clearance of Halena tank on which the number of labourers was 82 But the ordinary works of the Public Works Department are in progress on which the famished persons are employed At the end of this month the number of labourers on these works was 10,313 as against 9,073 at the end of last month with an increase of 1,240 which is owing to the fact that the persons accustomed to labour, after being relieved of harvesting and threshing the rabi, are returning to these works

*Physical condition of people*—The condition of people was good so far as I could see them in towns, villages, and the poor houses or on the public Works The agricultural class had the rabi outturn in hand and the other menial folk supporting themselves with field-labour or picked up corn-ears

*Death, if any, from starvation*—Nil

*Food stocks*—As the rabi outturn is coming forth the grain is sufficiently available everywhere, and there is now no fear of the want of grain At the end of month the rate of grain prices in Bhurtpure city was as follows —

	Wheat		Gram		Bajra		Moth		Jowar	
	Seers	Chtk	Seers	Chtk	Seers	Chtk	Seers	Chtk	Seers	Chtk
Last month	10	0	11	0	8	0	10	0	11	0
Present month	11	8	10	8						

	Mixed gram and barley		Mixed wheat and barley		Maize		Barley	
	Seers	Chtk	Seers	Chtk	Seers	Chtk	Seers	Chtk
Last month	13	12	11	12	11	8	13	8
Present month	14	0	13	4			16	0

This comparison tends to show that all of the rabi corns have fallen in prices except gram which has produced considerably less this year, and the buying and selling of kharif corn has come to discontinuance by the outturn of rabi nor any stock of them exists anywhere

*Importation of grain* — Much less, as rabi has produced in this State

*General condition and prospects of affected area* — (a) In this month the condition of the people of affected area was better than the last month. The people accustomed to labour supported and are even supporting themselves with a labour in the rabi fields or with the corn got out of the picked up corn-ears. The agriculturists have had their rabi outturn and are maintaining and will similarly maintain themselves with it for some time to come, and those who are acquitting themselves of the rabi transactions, are employing themselves in the husbandry of sugar cane and cotton and other extra rabi crops, such as melon, cucumber, and musk melon, etc. However the menial folk shall feel difficulty for their future support after their present engagement with the rabi harvest and shall have come to an end to. But they will then be employed on the ordinary works current under the Public Works Department

*Changes in rates of wages* — (b) The prospects of the affected area are the same as last reported. Merely the poor-houses are under the Revenue Department, so no change has occurred in the food of inmates. The labour on ordinary works under the Public Works Department is paid in cash at fixed rates of wages

*Emigration or immigration* — It appears from the reports of Tehsildars that some persons have emigrated for labour to those places where the rabi was better and the labour with it was well paid

*Other matters* — The condition of plough and cattle is good as they are given full fodder by their owners, but that of the other cattle is comparatively very poor as they have for them neither grass in jungles nor have their owners so much stock of fodder as to meet their requirements. They are therefore too feeble and have no expedient for them

(Sd) SOHAN LAL,

Dated 4th May 1897.

Chief Revenue Officer, Bhurtpore

17186

Extract from the Rajputana Diary for week ending 1st May 1897

		On relief works	Gratuitously relieved
For week ending 24th April 1897	Bhurtpore	Nil	394

The Executive Engineer, Bhurtpore, reports that there has been a bountiful harvest in some parts of the State. One village has, it is said, made one lakh of rupees clear profit on the rabi just harvested. The Political Agent has been asked whether this information is correct



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No 1932-I A , dated Simla, the 21st May 1897.

*Endorsed by Foreign Department*

From the Agent to the Governor General in Rajputana, No 1972 G , dated the 15th May 1897, with enclosures

Extract from the Diary of the Agent to the Governor General in Rajputana for week ending the 1st May 1897

A copy of the foregoing is forwarded to the Revenue and Agricultural Department for information, in continuation of the endorsement from the Foreign Department, No. 1482-I.A., dated the 21st April 1897.



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INTERNAL A.

Pros. June 1897, Nos. 226-234

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Colonel Thornton's Report on famine relief in the Bundelkhand  
Agency.

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*Brief title of file.*

*Laurie  
recognition  
in Brundelkhun*

**No. 226.**

No 3493-G, dated Indore Residency, the 9th April 1897

From—LIEUTENANT-COLONEL D W K BARR, CSI, Agent to the Governor-General in Central India,

To—The Secretary to the Government of India, Foreign Department

In continuation of my letter No 3096-G, dated the 27th March 1897, I have the honour to forward, for the information of the Government of India, a copy of a letter No. 27, dated the 2nd April 1897, and of its enclosure, from Lieutenant-Colonel A. P. Thornton, reporting on the administration of famine relief in the Native States in the Bundelkhand Agency

2 I have forwarded a copy of Lieutenant-Colonel Thornton's note to the Political Agent in Bundelkhand for information, and have directed him to submit a report showing to what extent the suggestions made by Lieutenant-Colonel Thornton have already been given effect to.

I will reserve comment on Colonel Thornton's report until I am in possession of the information I have called for from Captain Ramsay.

**No. 227.**

No 27, dated Ajmere, the 2nd April 1897

From—LIEUTENANT-COLONEL A P THORNTON, on Special Duty,

To—The First Assistant to the Agent to the Governor-General in Central India

I have the honour to forward, for the information of the Agent to the Governor-General, a note on the points noticed by me during my recent tour in the Bundelkhand Agency, embodying such recommendations as appear to me to be suitable.

**No 228***Note on tour in Bundelkhand Agency*

My visit to this Agency extended from the 12th to the 28th February, during which time I inspected, in company with the Political Agent, Captain Ramsay, the greater portion of the relief works in the famine-affected districts of the States of Chhatarpur, Chirkhari, Ajaigarh and Panna in the order they are named. Conferences were also held with the Chief of each State visited, excepting the Maharaja of Chukhari, who was absent on a visit, and with the leading officials, at which the existing condition and future prospects of the agricultural population in each affected area were discussed and the provision of adequate relief measures determined. Before proceeding to examine in detail the relief measures found in progress in each State as regards their sufficiency and suitability, I may state that all the Darbars interviewed by me appeared to be anxious to do what was necessary to support their distressed subjects, and were conscious of the necessity for sustained and extensive measures of relief. The provision of funds to meet the cost of prolonged famine operations had been carefully considered by those States whose finances were in a condition to stand the strain, whilst the present and future requirements of the less prosperous Darbars and of the many impecunious petty Chiefships under this Agency had been satisfactorily arranged for through the liberal offer of assistance by advances of money made by His Highness the Maharaja Scindia with the sanction of the Government of India. Although advances from this fund were being made with great caution and circumspection, there was ample evidence that no adequate relief measures over a large portion of the Agency could have been initiated or enforced by the Political Agent without this financial support, and it is more than probable that in those parts of the country at least where the irrigated area is small, the expenditure on relief works will during the next three months rise very considerably, and pecuniary assistance on an increased scale will have to be given.

2 In addition to the financial question above mentioned, the want of skilled engineering assistance and the absence of expert medical supervision and

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### Report on famine relief in Bundelkhand Agency

advice had much increased the difficulties experienced by the Political Agent in securing the adequate and systematic provision of relief works, and the establishment and maintenance of poor-houses in each of the States and Chiefships under his charge. Moreover, the apathy and dilatoriness of many of the smaller Chiefs and the inefficiency of their officials had only partially been overcome by the strenuous and singlehanded exertions of the Political Agent. In this emergency the services of two or more European officers to assist in the supervision of famine relief operations throughout the Agency had been applied for and sanctioned by the Government of India, and I understand that an Executive Engineer has recently been appointed to the Agency with special reference to the requirements of the Darbars as regards professional assistance in the provision and construction of relief works. These measures will, undoubtedly, go far to meet the deficiencies noticed by me in some at least of the States visited so far as relief works are concerned, but the management of the poor-houses is also a most important branch of famine administration, and owing to the entire absence of any active medical supervision or control over these establishments, many serious defects in their organisation and sanitary arrangements were apparent. Although in each of the larger States under the Bundelkhand Agency a native medical establishment is kept up, the standard of practical efficiency and usefulness in an emergency like the present has, owing to the want of the direction and professional supervision exercised in all other political charges by the Agency Surgeon, not been maintained. In some cases gross apathy and neglect of duty on the part of the State medical officials, who were in responsible charge of poor houses, came to my notice, whilst nowhere was there any approach seen to the careful organisation and systematic medical and sanitary control of these important famine relief institutions found in other Agencies where the Darbars had the advantage of the assistance and advice of an European medical officer. Although the worst instances of neglect or mismanagement were promptly remedied by the State officials deputed to accompany us, I am not sure that much avoidable suffering and risk from epidemic disease will not continue owing to defects in the management of these poor-houses, and I am therefore disposed to recommend either that a special medical officer should be deputed to advise the Darbars on this subject after inspection of the existing arrangements, or else that an experienced officer, such for instance as the Agency Surgeon in Baghelkhand, should be asked to frame instructions for the construction, maintenance and sanitary management of famine poor houses based on the system in force in his own charge, and that these instructions should be translated and printed in the vernacular and widely distributed in the Bundelkhand Agency.

The advantage of placing an efficient medical subordinate in executive charge of each poor-house would be very great, but, as these would probably not be procurable in sufficient numbers, an intelligent Darbar official could be trusted to carry out the detailed instructions above referred to. Finally, with regard both to famine relief works and poor-houses, I think the temporary services of selected native officers and non-commissioned officers (Sikhs or Rajputs for preference) from the Nowgong garrison or elsewhere might with great advantage be made use of as inspectors of famine relief in the smaller States and Chiefships of the Agency or to supplement the ordinary Darbar officials in the larger States.

3 As regards the general condition of the agricultural population in the States visited by me, and the apparent sufficiency or otherwise of the supply of food-grains with the estimated outturn of the standing rabi crop, I found throughout my tour that, approximately, the same degree of distress existed in each State, that is to say that whilst the comparatively well-to-do landholding and trading classes had been able to support themselves and were still living on their own resources, the smaller cultivators, and the whole of the labouring class, had suffered much from the series of indifferent harvests, which culminated in the general failure of the kharif crop of 1896 and were largely

dependent on relief works, whilst a certain proportion of the lowest grades of village menials and of those who habitually live on the alms of others as pauper mendicants were in a famine-stricken condition, and but for the gratuitous relief furnished by the poor-houses must have died from starvation. Whatever loss of life had occurred was, I believe, practically confined to these lowest grades of the population, but the apathy of some of the smaller Darbars and petty Chiefs and the general absence of any organised system for the relief of agricultural distress before it became acute had undoubtedly induced emigration and occasioned much avoidable sufferings.

The prospects for the future, however, were far from discouraging at the time of my visit, for, through the energetic action of the Political Agent, village relief works and poor-houses had been opened in sufficient numbers under his direct intervention in the worst governed of the smaller States, whilst the more important Darbars had been encouraged and assisted to organise relief measures on a liberal scale throughout their territory.

The prospects of the rabi harvest on all irrigated land were also everywhere most favourable, and as the irrigated area in many of the worst affected States is very large, it may reasonably be presumed that in future all serious distress will be confined to the unirrigated area which, though considerable in some of the larger States, is less densely populated than the irrigated, and this should, under the improved famine relief organisation now established, be controlled without difficulty, provided the efforts made by the Darbars to relieve distress are maintained.

In addition to the favourable prospects of the rabi harvest, the mhowa crop was everywhere reported to be most promising, and it is anticipated that this item alone will have considerable effect in the demand for famine relief for some weeks.

The supply of food-grain was everywhere sufficient for the demand, and at the same time an active import trade in grain was in progress; the principal supply was obtained from the Sutna Station on the East Indian Railway and from Mahoba and Haipalpur on the Indian Midland railway. So far, as could be ascertained, the bulk of this imported grain was exported from the Nerbudda Valley and the Western Malwa States.

Enquiries were made as to the carriage of grain in the black-soil districts during the monsoon. It was everywhere stated that by the use of pack-animals no difficulties need be anticipated as regards the food-supply, but in view of the large quantities of imported seed-grain, which will have to be distributed to the cultivating classes I think, the Darbars should be urged to complete their arrangements for the purchase and transport of their grain advances as early as possible.

4. The State of Chhataipuri, which was the first visited by me, had suffered less than any of those I saw subsequently from the failure of the previous kharif harvest, the average outturn of which was stated to have been 7 annas in the rupee. The prospects of the rabi crop were very favourable. Out of a normal rabi area of, approximately, 54,000 acres, of which four-fifths are irrigable, some 45,000 acres were under cultivation, of which nine tenths were irrigated. The estimated outturn on the whole cultivated area was 14 annas in the rupee. These figures show that the probable outturn of the rabi would be rather above than below the normal as regards quantity, whilst the abnormally high prices of grain would largely benefit the cultivating class.

The condition of the people, with the exception of a section of the lowest village menial class, ranged from good to fair, although the demand for employment on relief works was considerable so far as the labouring classes were concerned. Out of a total population of 174,000, some 8,000 persons were employed on village relief works and on the construction of a road from Malehra to Lami. Owing to the absence of adequate engineering supervision or establishment, the works were being carried out almost entirely on the Amani

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or daily labour system without any effective task-work principle being enforced. The condition of the relief workers was good, for the most part they returned to their villages every evening, but a few were huddled in the vicinity of the work. It was believed that when the standing rabi crop was fit to cut, and so long as the mhowa crop lasted, the numbers on relief works would be much reduced, and that any subsequent demand for relief work would not be in excess of the numbers then employed. This estimate appeared to be fairly accurate.

At the time of my inspection 662 persons were in receipt of gratuitous relief in five poor-houses. These were under the general management of the State revenue officials, but the Darbar medical establishment were nominally responsible for the treatment of sick inmates and for the sanitary arrangements. The officers of the State Revenue Department had done their best to provide accommodation in disused State buildings for the paupers, and considerable pains had been taken in the organization of the food-supply, formation of light labour gangs, etc., but owing to the want of technical knowledge of the subject, the poor-houses were not satisfactorily managed, nor was suitable accommodation provided in all cases.

No attempt had been made to provide for a supply of good uncontaminated water for each poor-house.

The State medical establishment is directed by a native Assistant Surgeon. A compounder had nominally been placed in charge of the Chhatarpur poor-house, whilst "Bairds" had been sent to look after those opened in the district. These medical arrangements were most inefficient. No suitable appliances for the accommodation, treatment or diet of the considerable number of starving and emaciated persons found by me in these poor-houses had been provided, whilst the native Assistant Surgeon in responsible charge had so far as I could ascertain done nothing to remove these grave defects, in fact, the worst cases of neglect seen by me were in Chhatarpur itself in the immediate vicinity of the State hospital. Although on my representation action was taken to remedy these defects, I would recommend that the assistance, even if temporary only, of an European medical officer should be obtained to place these poor-houses on a proper medical and sanitary footing.

The important questions of the provision of adequate funds for relief measures and the more complete organization of systematic famine relief were discussed by me with His Highness the Maharaja and with his Dewan, who both seemed most anxious to do all that was possible for the distressed subjects of the State.

5 In the absence of His Highness the Maharaja of Chirkhari, his uncle and brother, who had been left in charge of the administration of the State, met us on the border, and all questions connected with famine relief operations were discussed in conference with them. Although the statistics furnished by the State officials of the outturn of the kharif crop of 1896, and the cultivated area and estimated outturn of the current rabi were not unfavourable, it seems advisable that a large increase in the numbers on relief works during the next three months should be provided for. My ground for this anticipation is the very small irrigated area in the State. Out of a total cultivated area of, approximately, 100,000 acres, 55,000 are cultivated for kharif and 45,000 for rabi, of this latter only 2,000 acres are irrigated. Of this normal area the whole of the irrigated and 30,000 acres of the unirrigated are under cultivation for the rabi crop. Of this the irrigated area is expected to yield a 12-anna crop and the unirrigated an 8-anna. The outturn of the last kharif harvest is stated to have been from 8 annas to 12 annas of a full crop. Judging from the condition of the rabi crop in the Baugairh and Chandla tahsils through which we marched, I am inclined to think that the estimate of the outturn of this crop is too sanguine, and that from 6 to 8 annas, all round, is more probably correct.

Of a total population of 144,000, 6,894 persons were on relief works at the time of my visit, whilst 1,400 were in receipt of gratuitous relief in poor-houses.

The relief works inspected consisted of a large "bandh" or irrigation embankment near Baigarh and the construction of a road from Lauri to Chandla. These works were approaching completion and others had been provided to replace them. The whole of the work was carried out on the daily labour system without any effectively enforced task work. In view of the probability of a large increase in the demand for relief works in this district as soon as the rabi harvest is over, it is important that a larger number of works should be provided and the necessary increase in supervising establishment organised. The official at the head of the State Engineering Department is a trained man and appeared capable and energetic, but requires additional establishment.

The only State poor-house visited and inspected was that at Chandla. This was terribly overcrowded at the time, but this defect has since been partially remedied by the opening of another poor-house at Baigarh. The management of the poor-house was in the hands of the tahsildar, who had not spared pains to provide suitable accommodation and proper food for the inmates, but the absence of medical appliances and of special accommodation and diet for the sick and the provision of a proper water-supply for all requires careful attention. A "Baid" had been appointed to the medical charge of the poor-house, but showed no knowledge of the first principles of sanitary organisation. The native official at the head of the State medical establishment had never been near the place.

Owing probably to the remoteness of the Chandla tahsil there were indications that the Darbar had only recently recognised the necessity for opening relief works on a considerable scale in this part of the State. Although a good deal had been done by the local officials, it did not appear to me that the existing distress had been brought effectively under control, whilst it seemed probable that a considerable increase in the numbers requiring relief would occur.

Under these circumstances this portion at least of the Chaikhari State appears to require greater attention and more effective supervision.

6 The next State visited was Ajaigarh. With a total cultivated area of 78,000 acres, 38,000 are kept for kharif and 40,000 for rabi, of this latter only 1,300 acres are irrigated. During the past year the whole of the kharif area was cultivated, but produced an average crop of 7 annas in the rupee only.

Owing to the construction of a number of new "kacha" wells, the irrigated rabi area during the present year has been increased to 1,750 acres, but the unirrigated has fallen through deficient rainfall to 15,500 acres. Although the prospects of the standing crop were good, the estimated outturn, if spread over the normal area, is about 7 annas in the rupee only.

Owing to the exceedingly energetic manner in which famine relief measures had been designed and carried out by the Darbar through Thakur Nanhiyal Singh, the Nazim of the State, the condition of all classes was to a marked extent more free from all signs of distress than in any other State visited during my tour. The organisation of relief works and poor-houses was really excellent, and the only deficiencies noticed were due to the want of technical advice and assistance in matters connected with the more scientific and economical laying out and construction of relief works and with the medical supervision of relief hospitals and poor-houses.

Out of a total population of 94,000 persons, 16,500 were employed on relief works, and 1,050 were in receipt of gratuitous relief in poor-houses. The proportion of the population in receipt of relief in one form or the other was thus about 18 per cent. It is probable that if an effective system of task work or of payment by piece work had been enforced, the number on relief works would have been

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considerably reduced, but in this respect Ajaigarh was no worse than all the other States visited, except in the few instances where the work in progress was being carried out as an ordinary public work on payment for work actually done

As regards the future it is improbable that the numbers in the Ajaigarh State, who are in receipt of relief will increase, although it is possible that some shifting of the amount of distress from the irrigated to the unirrigated area will occur, but in any event, I think, the State authorities may be trusted to do whatever may be necessary to meet any emergency

7. The Panna State was the last visited by me in the Bundelkhand Agency. From statistics furnished by the Darbar I gather that out of a normal cultivated area of 212,000 acres, of which 132,000 are kharif and 110,000 rabi, only 144,000 acres were cultivated in 1896, of which 94,000 were put under kharif and 50,000 reserved for rabi. Of the rabi area only 7,150 acres were irrigated. The estimated outturn of the kharif was only from 6 to 8 annas, whilst the probable outturn of the present rabi crop, if spread over the normal area, does not exceed 8 annas in the rupee

Out of a total population of 239,000, the number on relief works at the time of my visit was 11,716, whilst the total of the persons relieved daily in the fifteen poor-houses open in the State could not be given.

Considering the admitted failure of the kharif harvest and the poor prospects of the rabi, I do not think the number of persons employed on relief works is adequate to the inevitable distress which must have been caused, or which must occur in the immediate future. Although His Highness the Maharaja and his chief officials evinced a laudable desire to do all that was necessary to alleviate distress, no sufficiently organised system of famine relief was apparent to guard against the risk of a largely increased demand for relief work before the authorities were prepared to find the employment required. I, therefore, think the efforts of the Executive Engineer recently appointed to the Agency might, with advantage, be directed towards assisting the Panna Darbar in the preparation of a scheme of relief works sufficient to meet any future contingency, and also to the improvement of the existing famine relief organisation.

The poor houses at Panna and Kakati visited by me were suffering in the same way as all others inspected in this Agency from the absence of medical supervision and proper sanitary control, although, as in most other cases, the revenue officials in charge had done their best to provide proper food and accommodation

8. Of the remaining States under the Bundelkhand Agency, which I was unable to visit, I have but little accurate knowledge as, in the absence of any means of testing the information which has been furnished by the Darbars at my request, I am unable to form any reliable opinion of their condition or prospects. At the same time I am led to believe from the famine reports and diaries in the Political Agent's Office, which he was good enough to allow me to peruse as well as from our frequent conversations on the subject, that the States of Bijawar and Baoni require especial attention, the former in consequence of the apathy of the Chief and the inefficiency of his officials, and the latter owing to its position and similarity in condition to the adjoining British districts of Banda and Hamirpur, where the distress is known to be exceedingly severe. I have, however, the fullest confidence that the steps taken by Captain Ramsay to meet the special circumstances of these portions of his Agency will be sufficient and successful

No 1369-I A, dated Simla, the 13th April 1897.

*Endorsed by Foreign Department*

From the Agent to the Governor General in Central India No 3493 G, dated the 9th April 1897, with enclosures

A copy of the foregoing is forwarded to the Revenue and Agricultural Department for information.

No 4100 G, dated Indore Residency, the 27th April 1897

From—LIEUTINANT-COLONEL D W K BARR, C S I, Ag't to the Governor-General in Central India,

To—The Secretary to the Government of India, Foreign Department

In continuation of my letter No 3493 G, dated the 9th April 1897, I have the honour to submit, for the information of the Government of India, a copy of a letter No 249 I, dated the 17th April 1897, from the Political Agent in Bundelkhand, furnishing a report as to the extent to which suggestions made by Colonel Thornton in his note on Famine Administration in the Bundelkhand Agency have already been given effect to, and submitting his opinion as to the need for providing skilled medical supervision of poor-houses in the States of that Agency

2 Before discussing the points touched upon in the Political Agent's letter, I would observe that Colonel Thornton's note appears to me to deal carefully with all matters which fell under his notice during his tour through Bundelkhand, his criticisms seem to be fair, and such as are justified by what he saw of the operations of famine relief in the distressed districts of the four States of Chatarpur, Charkhari, Ajaigarh and Panna, through which he passed and the information collected by him in those States, and the inferences drawn therefrom are accurate, and have been recorded in a practical and useful form. At the same time I would remark that Colonel Thornton's tour was necessarily restricted, that he was able to visit only portions of four States out of twenty-three which comprise the Bundelkhand Agency, and that consequently his report should not be accepted as applying to the whole Agency, but merely to such portions of it as came under his notice. The larger States of Orcha, Datia, and Samthar, where as the Government of India are aware, the pressure of famine is not so severe as in other parts of Bundelkhand, where the resources of the Darbars are sufficient to meet requirements, and where relief works and poor houses are conducted on more satisfactory principles, were not visited by Colonel Thornton, nor had he an opportunity of seeing Bijawar, where, until lately, the greatest confusion and dislocation existed, nor any of the numerous small States such as Baoni, Jigni, Girauli, Gaurihar and Lugassi where financial difficulties have rendered the establishment of any kind of relief measures difficult

3 The two main points alluded to by Colonel Thornton as requiring attention in order to secure the adequate and systematic provision of relief works and the establishment and maintenance of poor houses in each of the States of the Bundelkhand Agency, are the want of skilled Engineering assistance and the absence of expert medical supervision. There can be no doubt that if it had been possible or practicable for the States of Bundelkhand to secure and pay for the services of skilled Engineers and Medical Officers, relief works and poor-houses might have been managed on more satisfactory bases, but it is hardly necessary for me to remind the Government of India that the chief difficulty that had to be encountered in the administration of famine relief operations in the States of Bundelkhand was the poverty of the States. Even the larger Chiefships, to which I have alluded, though they have not as yet found it necessary to apply for pecuniary assistance in the shape of loans from Maharaja Sindhia, have strained their resources in affording relief to their subjects on a system of supervision which, as Captain Ramsay observes, costs little or nothing. If all the relief works and poor houses in Bundelkhand were placed under sufficient and skilled supervision, the scheme would involve the employment of not less than six Executive Engineers, each with a staff of Assistants, Overseers, Sub-overseers, and a large office establishment, and probably as many Medical Officers with complement of Hospital Assistants and large supplies of medicine, medical comforts, etc, and even with



these establishments I doubt very much whether it would have been possible to attain a very high standard of success in an area of 1,000 square miles divided amongst 23 States having but little in common save antipathy to and jealousy of their neighbours

4 The policy enunciated by the Government of India in your letter No 3888 I A, dated the 27th December 1896, prescribes non-interference and economy, and in endeavouring to give effect to the wishes of the Government of India I have directed the Political Agent to advise the Durbars to develop the resources at their disposal, and to see that this advice is acted upon. Moreover, in Bundelkhand relief has been restricted to village works, such as digging tanks and wells, the repair of existing reservoirs of water, and the construction and repair of roads. For this class of work the employment of skilled Engineers is superfluous, and would entail considerable expense without adequate return.

Colonel Thornton's account of the manner in which famine relief operations were being conducted in three out of the four States of the Bundelkhand Agency through which he passed agrees with the more detailed descriptions already given by Captain Ramsay in the reports forwarded with my letters cited in the margin. I have not yet received a detailed report from Captain Ramsay of the famine relief works and poor-houses in Charkhari, but this may be expected shortly and will be forwarded at once for the information of the Government of India.

6 With reference to the Political Agent's letter No 249-I, dated the 17th April 1897, I would observe that Captain Ramsay has already brought to the notice of the States the suggestions made by Colonel Thornton with respect to (1) the enforcement of tasks on relief works and (2) the improvement of the sanitary condition of the poor-houses. I must confess that I am inclined to the opinion that in Native States it is unnecessary to press too much on the exact performance of allotted tasks—the supervision which the States can afford is not sufficient to ensure accurate measurement of earth works or other tasks on which famine labour is employed—we must make the best of the material we find in each State, and so long as work is provided for as many as require employment, so long as the men, women and children are paid enough to keep them alive, and so long as the work and wage is sufficiently attractive to prevent emigration, I do not think there is much room for criticism. I am aware that the standard of relief measures I have here described is not a high one and that it does not compare favourably with the precision and order which doubtless exist on relief works in British India, but I would urge that hitherto relief works on any system of regulated wage and task were unknown in any of the States of Bundelkhand, and, as has been well observed by Captain

\* No 587, dated the 15th March 1897

† With letter No 3176 G, dated the 30th March 1897

Pinhey in a letter\* recently forwarded to the Government† of India on the subject of immigration to the Central Provinces from Rewah, one of the causes of emigration from Native States at the early period of scarcity in November and December 1896, was the fear which amounted to a certainty, that in accordance with established custom no work would be provided in the State, and therefore the necessity of seeking it in British India.

7 I venture to say that no such calamity as that through which we are now passing has befallen the States of Bundelkhand since the commencement of our relations with them in 1817, and never before has any State adopted, or even pretended to adopt, any organised system of relief works and poor-houses, such as may be seen in every State in Bundelkhand at the present time, and while earnestly wishing that the States could afford a higher standard of efficiency in the control and supervision of relief works and poor-houses, I am forced to the conclusion that, having regard to the resources at their disposal, the States of Bundelkhand have risen to the present emergency to an extent which entitles them to commendation, and this view of the case is, I submit, fully borne out by Colonel Thornton's note.

The entire credit of such organization as exists is due to the personal energy and influence of Captain Ramsay, who has been, and continues to be, untiring in,

his exertions to keep the Darbars alive to their responsibilities. His efforts are limited only by their resources, and such success as has been attained is due in a very large measure to the policy I advocated, and which the Government of India so readily adopted, of supplementing the financial weakness of a large number of the States by the timely loans granted on the guarantee of the Government of India by Maharaja Sindhia

8 Finally, turning to the question of the advantages of appointing an Agency Surgeon to advise and direct medical relief and the management of poor-houses in the States of Bundelkhand, I have no hesitation in stating my opinion that such an appointment is advisable. The difficulty which presents itself is of course the cost of providing the appointment. Hitherto the only Medical Officer in the Bundelkhand Agency has been one of the Officers in Medical charge of a Regiment stationed at Nowgong, the head-quarters of the Agency, who has drawn an allowance of Rs 100 per mensem for attendance on the Political Agent and his establishment, and for the charge of the Hospital at Nowgong. In order to provide adequate supervision and control of the medical arrangements in each of the States of Bundelkhand, it is necessary to secure the services of a Medical Officer of experience who could devote the whole of his time to the duties of an extended charge, and the efforts of such a Medical Officer would be futile unless every State in Bundelkhand placed its Medical Department under his immediate control and agreed to provide the necessary Hospitals and Dispensaries and the required staff of Hospital Assistants. I agree with Captain Ramsay in the opinion that reforms in the Medical Department of each State could not be carried out at once, that it would take some time to effect the improvements that are needed, and that the temporary appointment of a Medical Officer at the present stage of famine relief operations would be of no avail.

If, however, the Government of India are prepared to consider the appointment of a permanent Agency Surgeon in Bundelkhand, I will call upon the Political Agent to submit proposals for such an appointment together with a report showing to what extent the States of his Agency are prepared to co-operate by contributing to the cost of an Agency Medical establishment and by placing their existing Medical Departments under the control of an Agency Surgeon.

71220

No 249 I, dated Bundelkhand Agency, Nowgong, the 17th April 1897

From—CAPTAIN J RAMSAY, Political Agent in Bundelkhand,

To—The First Assistant to the Agent to the Governor General in Central India

I have the honour to acknowledge the receipt of your endorsement No 3624, dated the 12th April 1897, forwarding a copy of the report submitted by Colonel Thornton on famine relief measures in the Bundelkhand Agency. I am asked to bring to the notice of the States the suggestions made by Colonel Thornton and to report how far these suggestions have already been given effect to, I am also asked for my opinion as to the need for providing skilled medical supervision of the poor-houses.

2 The two defects noticed by Colonel Thornton were that on the works no task was enforced and that the poor-houses were not managed with sufficient regard to the rules of sanitation. These are both points that I have been pressing upon the attention of the States for many months past. To get over the difficulty of exacting a task from daily labourers, I suggested to the States that all workers should be divided into two classes, the fit and the weakly, the fit to be employed on piece work, with a maximum limit, on such easy terms that they could all earn a living wage, and the weakly to be employed on daily labour until they should be restored to strength, when they would be transferred to the other class. I believe that this suggestion has met with the approval of the majority of the States. The States pay scarcely anything for the supervision of their works, and it is therefore impossible that they should reap the advantages of ample supervision. The improvement of the sanitary condition of the poor-houses is a more difficult matter, for sanitary science is one that no native appre-

ciates or understands In ordinary times the more prosperous part of the population live among surroundings that shock the European, and in these circumstances it is hopeless to expect that the poor-houses should be properly conducted according to European ideas I have tried to persuade the States to provide a sufficient staff of sweepers at each poor-house to keep the surroundings moderately clean, and I have impressed upon them the need for guarding the water-supply, but the latter is almost a hopeless task I will, however, inform the States that the Agent to the Governor-General has requested me to once more bring it to their attention I have arranged to have a large store of Permanganate of Potash at the Agency which can be had on payment by any applicant Very little, if any, has yet been applied for I have also as far as possible discouraged any large number of persons being collected at one poor-house

3 The need of an Agency Surgeon is one that I have frequently urged in my Annual Reports and I have tried to persuade the Chiefs to support the Hospital During recent years there has not appeared to me a propitious time either to ask the Government of India to appoint an Agency Surgeon at its own cost, or to ask the States for contributions I have only been awaiting a favourable opportunity to submit the matter for consideration by the Agent to the Governor General I am afraid that opportunity has not yet come Though an Agency Surgeon would be able to do a great deal of good in the course of time by causing improvements in the medical establishments kept up by the States, I am not sanguine that the immediate appointment of a Medical Officer would serve any useful result Without trained Assistants one doctor in such a large area could do little even if he were appointed at once In the rains he could do practically nothing I am not therefore inclined to recommend the appointment of an Agency Surgeon unless he can be appointed permanently I do not think that a memo drawn up by the Agency Surgeon in Baghelkhand would have much effect All the States have a copy of the Famine Code for Native States and are therefore in a position to know what course is considered desirable

4 I cannot think of any State where the services of Native officers or non-commissioned officers could be usefully employed

5 In paragraph 3 of his report Colonel Thornton writes--"The general absence of any organized system for the relief of agricultural distress before it became acute had undoubtedly induced emigration and occasioned much avoidable suffering" Colonel Thornton does not specify the States to which he refers, so I am unable to examine this statement in detail I believe it to be true of some parts, but as a sweeping generality I submit that it is not justified by facts

6 The States were told as early as last November to consider the need for laying in stores of seed and food grain for use in the rains, and they were reminded of the need for this precautionary measure about a month ago, when the Rabi crop was ripening and the Mohwa was expected

7 Regarding the Chandla Pergunnah of the Charkhari State no increased programme of relief works is required yet, but I agree with Colonel Thornton that the works that had been sanctioned might with advantage have been opened at an earlier date The day I arrived at Chandla I pointed this out to the Tehsildar and to the Vakil, and I believe that more works were started within the next few days The poor-house at Chandla too was overcrowded The reason for this is that I had suggested to the State that the Zamindars should be told that they would be responsible for all cases of unreported distress found in their villages, the Zamindars on receipt of this order collected all the destitute persons they could induce to go to the poor-house, and thus there was a sudden increase in the number of inmates of the poor-house for whom sufficient accommodation had not been prepared I wrote at once to His Highness the Maharaja and pointed out that the poor-house arrangements were defective, and that more work should be opened at once

8 Regarding Panna, Colonel Thornton says that no sufficiently organized system of relief was apparent I have submitted a detailed report on this State, and I had ridden over many miles of it without finding starving people outside the poor-houses

9 The three officers whose services have been placed at my disposal are of the greatest assistance Mr Forbes has been through the States of Samthar and Datia as well as the Alampur Pergunnah of Indore, later on he visited the Esanagar Pergunnah of Charkhari, and he is now completing an extended tour in the Satwara or Chandla Pergunnah of the same State Mr Barnes has visited the States of Sarila, Jigni, Beri, Baoni, and Lughassi, and he is shortly going to march into the outlying districts to the south of Panna Captain Ewbank, after giving me his professional opinion on some work near the Cantonment, has marched through portions of Chhatarpur, Ajaigarh and Panna, and will make a long tour in the two last named States I have myself visited Baoni, Datia, Samthar and Bijawar as well as portions of other States near Nowgong This supervision by British officers keeps the local officials up to the mark I believe that all the Chiefs wish to do their duty, and their task is rendered very much easier by the knowledge that their servants have, that shortcomings will certainly be brought to light

*P S*—Since writing this report I have seen Mr Forbes He reports that the Chandla poor-house is no longer overcrowded, and that at all the places he has visited efforts are being made to provide the people with good drinking water

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No 1681-I A, dated Simla, the 3rd May 1897

*Endorsed by Foreign Department*

A copy of the foregoing is forwarded to the Revenue and Agricultural

From the Agent to the Governor General in  
Central India, No 4100 G, dated the 27th April  
1897, with enclosure

Department, for information, in continuation of the endorsement from the Foreign  
Department, No 1369-I A, dated the

13th April 1897



Famine

Diary No 291-I (a)

No 4778-G, dated Indore Residency, the 15th May 1897

From—LIEUTENANT-COLONEL D W K BARR, C S I, Agent to the Governor-General in Central India,

To—The Secretary to the Government of India, Foreign Department

In continuation of my letter No 4438-G, dated the 7th May 1897, and with reference to paragraph 5 of my letter No 4100-G, dated the 27th April 1897, I have the honor to submit, for the information of the Government of India, a copy of a letter No 260-I, dated the 6th May 1897, and of its enclosures, from the Political Agent, Bundelkhand, reporting on famine operations in the Charkhari State

2 The relief measures hitherto adopted in the Esanagar Pargana do not appear to have been adequate, but the necessity for more extended relief works has been impressed upon the Durbar by the Political Agent, who has been directed to submit a further report on the works which have been started in this pargana since his last visit to Charkhari, and of the numbers employed on these works

3 On the whole the famine relief in the Charkhari State appears sufficient. The Maharaja and his father Rao Bahadur Dewan Jujhar Singhji Deo, C I E, are fully alive to their responsibilities, and the frequent tours made by the Political Agent and his assistants have had the effect of placing the system of relief on a sound footing

The action of His Highness the Maharaja in selling his jewels to provide funds for famine relief is worthy of notice

21232

No 250-I, dated Bundelkhand Agency, Nowgong, the 6th May 1897

From—CAPTAIN J RAMSAY, Political Agent in Bundelkhand,

To—The First Assistant to the Agent to the Governor-General in Central India, Indore

I have the honour to forward, for the information of the Agent to the Governor-General, a report on famine operations in the Charkhari State

2 I enclose a statement showing for each of the four parganas the population, outturn of the last two harvests, revenue suspensions, Taquavi advances, provision for relief works, and the number of persons in receipt of relief

3 It will be seen that the State is divided into the four parganas of Satwara, Bawanchaurasi, Esanagar and Ranipur

*Satwara Pargana*—This is the most populous as well as the richest pargana of the State, the soil is nearly all that known as black soil, and consequently there is little or no irrigation

The pargana had a ten-anna kharif, which staved off distress for sometime. I visited it in company with Colonel Thornton in the latter part of February, distress was then beginning to be felt, and I do not think that the system of relief had been quite sufficiently expanded up to that time. The poor-house was very much overcrowded and the inmates were in a bad condition. The matter was brought to the notice of the Maharaja, who at once had more works opened as well as more poor-houses. Mr Forbes marched through the whole of the pargana in the early part of April, and he found that two new poor-houses had been opened at Sarwai and Barigarh, and that there was work at a number of places. He found no persons who complained that they could not get work, neither did he find any persons in distress who were not aware of the position of the poor-houses, on the whole he considered that the scheme of famine relief was sufficient. The return shows that on the 17th April there were only 3.05 per cent of the population on relief works which seems low. I think that this may be accounted for by the fact that a certain number of labourers left the State before the additional works were opened, and also by the fact that there were several changes in the system of payment. Sufficient works have now been opened and the British system of payment has been introduced. The money that

remained to be spent on the 17th April was sufficient to employ 9 per cent of the population for two months. I am inclined to think that this will not suffice, and the Durbar assures me that the grant will be increased if need should arise.

*Banan chawasi Pargana*—This is the pargana immediately round the city of Charkhari. It has recently been visited by Mr Forbes, and he reports that he has seen no signs of distress, the people in the poor-house are very well looked after. On the 17th April there were 10 per cent of the population on relief works, and I have reasons for thinking that a large number of the residents of this pargana had gone to work in the Hamirpur District. There are several reasons for this. The work at Charkhari consists of tank-digging, while that in the Hamirpur District consists of road-making, which is a much lighter form of labour, the Hamirpur work is close to the Charkhari City, and a number of the more respectable workers have a strong objection to working as labourers within the State to which they belong. The amount of money provided for the next two months is sufficient to keep 3.45 per cent of the population till the rains. This does not seem to me sufficient, but the father of the Maharaja, whose opinion I value, says that he thinks that it will be sufficient. He points out that the people of the town of Charkhari are on the whole fairly well off, and that just before the rains the city will provide a large demand for labour. He says that if the money provided is not sufficient it will be increased. When I visited the work at Rattan Sagar a few days ago, I found the workers in very good condition, and detailed inquiries made by Mr Forbes showed that they all had some resources for the rainy months.

*Esanagar Pargana*—Early in January I met His Highness the Maharaja at Esanagar, and he told me the steps he proposed to take to relieve distress in this pargana. I considered that his plans were sufficient, and as the Tehsildar was an intelligent man of good character, and the pargana has a large irrigated area as well as a number of Mohwa trees, I thought that I need give no further cause for anxiety. Later on I received a return from the Durbar showing that up to the end of January only Rs 2 had been spent on relief works, I pointed out that this gave reason for thinking that distress in the pargana must be severe, and in the latter part of March I asked Mr Forbes to go to Esanagar and inspect several of the neighbouring villages. He found that there were 562 persons in the poor-house, most of whom were in a bad condition, and that there was a great deficiency of work. This was at once brought to the notice of the Maharaja, who sent for the Tehsildar and warned him that he should at once open more works and make better preparations for the poor-house. On the 17th April, Mr Barnes went out to inspect the pargana, and as his report of the condition of affairs was not at all favourable, I at once went to Charkhari to personally impress on the Chief the need for immediate and energetic action. I have pointed out that, considering the condition of the pargana early in January and the provision made for relief works at that time, it is most discreditable to the Tehsildar that he should have allowed things to come to their present condition. The Maharaja agrees with me, and he assures me that the Tehsildar has had all that he has asked for. The Maharaja has promised to at once send his father to go and see that relief measures are now put on a proper footing, and that provision is made to prevent distress during the first few months after the rains break. The arrangement made for this pargana was that most of the relief required should be granted by money given by the State to the Zamindars for village improvements. The plan is a good one but the terms offered were not sufficiently good. This was found out when the pargana was visited by officers from the Agency, but the Tehsildar should of course have reported the matter to the Durbar for orders, he did not do so until I told him to do so. As soon as the Durbar was informed, it made the terms of the loans easier. Now that the working population has been reduced in strength, the terms for loans will have to be made easier still, as the borrowers will not be able to get so much work out of the persons that come to the works. I believe that the Rao Sahib will do all that is necessary. Owing to irrigation and Mohwa the cultivating classes in this pargana are fairly well off, it is the lower classes that have suffered so much.

*Ranpur Pargana* — This is a very small pargana; it has not been possible to have it visited by any officer from the Agency, it only has a population of 3,146 persons

4 The Durbar, I believe, means to do its best, but I cannot say that I think its officials have kept it fully informed of the march of events. The frequent tours made by myself and the officers on special duty have now put the Durbar in possession of a full knowledge of the facts, and I hope that there will be no deficiencies to report in the future. I do not think that there has been any great distress, except in the Esanagar Pargana. From my personal knowledge of the Tehsildar Kasim Ali, I think that the Durbar was justified in relying on his reports, and neither I nor the Durbar officials can account for his failure to take more effective action during the last few months. I enclose a map of the State showing the places at which I was informed that works were to be opened, if these works had been opened in Esanagar, there would, I think, have been no distress.

5 The Durbar has not yet had to ask for any financial assistance from the agency, but His Highness long ago came to the conclusion that he would have to sell ornaments valued at about two lakhs of rupees if he wished to avoid taking a loan. He could not find any one that he could trust willing to take such responsible work, and he therefore himself took the ornaments to Calcutta. It was during his absence that relief measures were allowed to fall somewhat short of requirements. He has now returned from Calcutta, and while sending his father to the Esanagar Pargana, he is himself going to the Satwara Pargana.



97233

Statement showing the number, etc., of persons employed on relief works, Charkhari State, 17th April 1897

No	Pargana	Population.	Outturn of kharif on ordinary area	Outturn of rabi on ordinary area	Total revenue demand from Asarh Sambat 1934 to Jett Sambat 1934	Number of annas in the rupee suspended up to 14th April 1897	Taqavi granted during the year from Asarh Sambat 1933 to Jett Sambat 1934	Provisions for relief works up to 14th April 1897			Amount spent up to 14th April 1897	Amount remaining,	Percentage of population that can be employed for two months at 12 annas a day	Number of persons on relief works on 14th April 1897 and percentage of population	Number of persons in poor houses on 14th April 1897 and percentage of population.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
					Rs A P		Rs A P	Rs A P	Rs A P	Rs A P	Rs A P	Rs A P			
1	Satwara	73,094	10 annas	3 annas	2,28,578 0 0	6 annas	11,594 0 0	43,450 0 0	1,050 0 0	44,500 0 0	71,681 12 9	33,618 3 3	9	2,334 3.05 per cent	512 7 per cent
2	Pawanchaurasi	43,382	5½ "	5½ "	1,61,383 0 0	6 "	4,310 0 0	20,934 0 0	566 0 0	21,500 0 0	14,567 14 0	7,132 2 0	4½	4,390 2.3 per cent	367 8 per cent
3	Esanagar	21,573	7 "	8½ "	14,000 0 0		3,741 0 0	7,075 0 0	2,935 0 0	10,000 0 0	3,115 9 6	6,884 6 6	6	602 2.5 per cent	194 8 per cent
4	Ranapur	3,149	6½ "	5½ "	2,700 0 0	6 annas	400 0 0	2,000 0 0		2,000 0 0	1,168 8 9	801 7 3	6	307 9.4 per cent	31 9 per cent
	TOTAL	143,198			4,08,256 0 0	"	20,045 0 0	73,490 0 0	4,541 0 0	78,036 0 0	30,563 13 0	47,436 3 0		7,333	1,105
							Tools for all parganas	2,000 0 0	"	2,000 0 0					
	GRAND TOTAL	143,198			4,08,256 0 0		20,045 0 0	73,490 0 0		80,036 0 0	30,563 13 0	47,436 3 0		7,333	1,105

J RAMSAY,

Political Agent in Bundelkhand

No 1904 I -A , dated Simla, the 20th May 1897

Endorsed by Foreign Department

A copy of the foregoing is forwarded to the Revenue and Agricultural

From the Agent to the Governor General in  
Central India, No 4778 G dated the 15th May  
1897, with enclosures

Department for information, in continuation of the endorsement from the Foreign Department, No 1681 I -A , dated the 3rd May 1897

*M224*

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No 2029 I -A , dated Simla, the 31st May 1897

From—CAPTAIN H DALY, C I E , Deputy Secretary to the Government of  
India, Foreign Department,

To—The Agent to the Governor-General in Central India

I am directed to acknowledge the receipt of your letter No 4778 G , dated the 15th May 1897, with enclosures, regarding famine operations in the Chaikhani State

2 The Government of India will be glad to learn that you have satisfied yourself that the relief measures, especially in the Esanagai pargana, have been placed on a proper footing. Performance has certainly lagged behind promise in this pargana. If the provision of relief is to be left with the zamindars, they must clearly be accorded such terms as will render it possible to insist on them employing inefficient and weakly labourers

3 It is understood that the Maharaja has actually completed the sale of his jewels in order to provide funds for famine relief. Such action is undoubtedly laudable

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No 2030 I -A

A copy of the foregoing is forwarded to the Revenue and Agricultural Department for information, in continuation of the endorsement from the Foreign Department, No 1904 I -A., dated the 20th May 1897



**1897**

**FOREIGN DEPARTMENT.**

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**INTERNAL A.**

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Pros. November 1897, Nos. 287-306.

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Special report on famine operations in the Bundelkhand Agency, and  
proposed measures for relief in future famines.

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FOREIGN  
DEPT.

NOVEMBER.

**BRIEF SUBJECT.**

No 287 —From the Agent to the Govr-Genl u  
Central India, No 8445-G., dated th  
18th Sept 1897—Forwards the abov  
report

Nos 288 305 —Enclosures

No 306 —Endorsement No 3949-I A, dated the 19t  
Oct 1897, to the Rev and Agri Dept -  
Forwards copy of the above for inform  
tion

(1) List of papers restored to Records  
(2) Originals, map, and buff notes

Exd - W. G. B.



Famine,

Diary No 530-I A

No 8115 G, dated Indore Residency, the 18th September 1897

From—LIEUTENANT-COLONEL D W K BARR, C S I, Agent to the Governor-General in Central India,

To—The Secretary to the Government of India, Foreign Department

I have the honour to submit, for the information of the Government of India, a copy of a letter No 513-I, dated

With 10 spare copies in separate cover

the 10th August 1897, from Captain

J Ramsay, Political Agent in Bundelkhand, giving cover to a report on the Famine in the Bundelkhand Agency, and the measures taken to relieve distress

2 I consider this report is valuable, not only as a record of the manner in which the States of Bundelkhand, acting under the advice of the Political Agent, met the calamity which threatened to overwhelm them, but also as containing suggestions of a practical nature for adoption on the occurrence of famine in the future

3 I do not propose to discuss Captain Ramsay's report at length, he has entered into full detail and has given all available information, and I have little to add beyond an expression of my appreciation of Captain Ramsay's labour during the past eight months of deep anxiety

4 The report contains evidence of the thorough manner in which Captain Ramsay carried out the orders of the Government of India to keep the Native States alive to the full measure of their responsibilities, and to see that adequate relief was provided for those who required it. Throughout the period of distress, from November to the end of July, Captain Ramsay was continually on tour in his Agency, and a perusal of his notice of each State (Part IV of the Report) will show that there was no part of his political charge which he did not visit, while some districts, notably in the States of Panna and Bijawar where the famine relief administration was badly conducted, were visited three and four times, and generally without warning. Captain Ramsay acknowledges the assistance he received from Captain Ewbank, R E, Lieutenants Forbes and Baines and Assistant Surgeon McCarthy, and I cordially endorse his approval of the services of these gentlemen

5 It may be said that, although famine and scarcity are by no means strangers to the States of Bundelkhand, the distress of 1896-97, following a cycle of bad seasons, was more general and more severe than in any previous famine of which we have a record. For the first time in the history of famine in Native States an attempt has been made to combat distress by a regular system of relief works and poor houses, and I submit that Captain Ramsay's report shows that, on the whole, the States acted on the advice of the Political Agent, and adopted adequate measures, which have resulted in a success which has never before been attained. There were not wanting instances of neglect and mismanagement, but it is satisfactory to notice that these were promptly brought to light by the vigilant action of Captain Ramsay and his Assistants, and that whenever faults and shortcomings were discovered steps were immediately taken to remedy them

6 Turning to Part VI of the report, in which Captain Ramsay deals with precautionary measures to be taken before the next famine, I would strongly support his suggestion that a scheme of works should be drawn up at once for each State, and I approve his plan of selecting appropriate works for each *Pargana*. I trust that the Government of India will sanction the appointment for one year of an Engineer officer, to draw up the scheme of works. If Captain Ewbank, R E, whose work in Bundelkhand has been so valuable, could be appointed to this duty, I feel sure that the best results would be secured



7 I concur also in Captain Ramsay's suggestions (Part VII) as to measures to be adopted as soon as famine is indicated, and I have nothing to add with regard to the forms proposed by him (Appendices VII, VIII, IX, X and XI) for the collection of necessary information, they are in my opinion simple, easy of preparation, and such as could be supplied by every State in Bundelkhand. Information regarding emigration could doubtless be obtained on the plan proposed by Captain Ramsay, in consultation with the officials of neighbouring British Districts.

I would add to the four British officers proposed to assist in inspection work at least two medical officers, whose duty it would be to advise the States in the management of poor houses, and in medical and sanitary arrangements connected with famine.

8 In conclusion I would observe that such success as the Government of India may be pleased to consider that the States of Bundelkhand have attained is largely due to the sanction accorded in your letter No 3888-I A, dated the 27th December 1896, to loans from His Highness the Maharaja Sindhya to those States which had not funds to meet the urgent requirements of famine relief. It will be seen from Captain Ramsay's report and Appendix II that, although an estimate of 15 lakhs was made, the actual requirements of 12 States amounted to Rs 4,94,800 only up to the end of June 1897. It is probable that some further loans will be necessary before the end of the current year, but I do not anticipate that these will bring the total sum borrowed from Maharaja Sindhya to more than 6 lakhs. The great advantages gained by the supply of necessary funds on easy terms to impoverished States at the very commencement of a period of scarcity and famine are manifest and I would express a hope that whatever measures are approved by the Government of India for the guidance of Political Officers in their supervision of famine relief, they will include a scheme authorising the arrangement of loans on the lines adopted with so much success in the Bundelkhand Agency during the year of famine which is now, happily, ending.

No 513-I of 1897

FROM

CAPTAIN J RAMSAY,  
*Political Agent in Bundell hand,*

To

THE FIRST ASSISTANT  
*to the Agent to the Governor-General in Central India,*  
INDORE

BUNDELKHAND AGENCY  
*Dated the 10th August 1897*  
(Despatched on 14th)

SIR,

I HAVE the honor to forward, for the information of the Agent, Governor-General, a report on the famine in the Bundelkhand Agency, and the measures taken to relieve distress. A number of reports on the various States have been submitted from time to time, but these referred to different States and different periods, and hitherto no attempt has been made to place on record an account of the difficulties experienced and the measures taken to meet them as a whole. I have so acutely felt the absence of any detailed reports on past famines in the Agency, that at the risk of making this report tediously long I have thought it desirable to collect together all the information that has been supplied by the States, as well as to record such observations as experience leads me to believe will be of use in case of another famine.

2 This report is divided into the following parts —

PART I —The previous seasons and the condition of the people

PART II —Arrangements made for financing those States that needed help

PART III —Orders and advice issued from the Agency with remarks on the same, based on the experience of the last few months

PART IV —A notice of each State followed by general remarks

PART V —Administration of the Indian Famine Relief Fund and other private charity

PART VI —Precautions to be taken in the future before there is a famine

PART VII —Suggestions as to action to be taken when famine appears

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## Part I

### PREVIOUS SEASONS AND THE CONDITION OF THE PEOPLE

3 The people could not well have been in a worse condition than they were to make a good fight against the present famine. Bundelkhand is naturally a poor country and it has been through a cycle of bad seasons.

The following extracts from the Annual Reports of the Agency show that during the last ten years there have been eight in which the crops have been damaged —

1887-88 —“The rainfall for the year amounted to 53.17 inches. There was a deal good of irregularity in its distribution as regards localities, and complaints of an excess or deficiency at critical times in some places, the Kharif suffered accordingly, and a deficient crop was reported in some States. Hailstorms, as usual, caused some damage, but the only part in which this occurred to any noteworthy extent was in the Gaurihar Jagir, where a storm of unusual violence was reported at the time of the harvest.

1888-89—The rainfall of the year was excessive, amounting to 67.86 inches or about 22 inches above the average. It was very unfavourably distributed, and the Kharif suffered severely, being in places almost destroyed by excess of moisture in the early monsoon. Its cessation again was abrupt and early, very injuriously affecting the first Rabi operations. Many fields in consequence could not be properly prepared for sowing, while in others the seed failed to germinate or the crops withered while still young.

Charkhari, Baoni, Beri, and Gaurihar were the States that suffered most.

1889-90—The rain ceased rather early, and none fell after the beginning of October 1889, there being a complete failure of the cold weather rain, which is so valuable to the Rabi crops, and these consequently enjoyed less favourable conditions than the Kharif. In the end of January 1890, sharp frosts set in, which did some injury.

1890-91—The mohwa crop, an auxiliary food-supply of substantial value in this country, failed almost entirely.

1893-94—The later rain, however, did considerable damage to the jowari. In the case of the spring crops also, hopes of an exceptionally good return were raised only to be disappointed. The wheat crop suffered terribly from blight.

1894-95—Serious damage was done to all the crops of the autumn harvest, while the wheat has also failed, in some parts entirely and in other parts partially. Linseed, which is a crop upon which the cultivator relies as a means of paying his revenue, has been an absolute failure.

1895-96—The autumn harvest was in most parts damaged. The early cessation of the rains left much of the ground that had been intended for the spring crop too hard to plough, and this, together with an almost entire absence of the winter rains, caused a vast amount of damage to the spring crop. It may be said that gram is the only crop grown on unirrigated ground that has not been a complete failure."

4 The result of this succession of bad seasons, followed in some parts by actual famine during 1896, has been that the States have become impoverished, the Bankers' powers of giving help to the people have been reduced, and the people themselves have needed more assistance than usual. During this period the Agency also suffered from a serious outbreak of dacoity, in which a large number of village bankers lost their capital. During the years 1890, 1891, 1892 dacoits carried off property valued at over three lakhs and fifteen thousand rupees, nearly the whole of which must have come from the pockets of money-lenders and others upon whom the cultivators rely for assistance.

The returns given at Appendix I, show how insufficient has been the produce of the country for its own needs during the last few years. During the four years 1889—92 the exports of food-grains from the Sutna Station exceeded the imports by 3,981 tons, while during the four years 1893—96, the import of food-grains exceeded the exports by 56,015 tons. The returns for the stations on the Indian Midland Railway between the Betwa and the Ken rivers, excluding the out Agency at Rath which does not to any practical extent serve the States of this Agency, show that during 1889—92 the import of food-grains exceeded the export by 1,584 tons and that in the following four years the imports exceeded the exports by 65,074 tons. In addition to this, large quantities of food-grains were brought in from the Central Provinces by bullocks and carts.

5 There is a large number of weavers in Bundelkhand, but many of these have been thrown out of employment by the introduction of machine-made cloth. In the hilly parts of the Agency there used to be a large and prosperous iron trade, but this too has been much depressed by imported iron.

6 The only thing that has saved the Agency from the worst horrors of famine is the railway to Sutna, and the Jhansi-Munikpur branch of the Indian Midland Railway, which was built as a protective work. Without the railways it would have been impossible, I believe, to get food to the people. During the last two years sufficient fodder could not have been found for transport animals, and in the two preceding years the excessive rain made all unmetalled roads quite unsuited for heavy traffic during the whole of the cold weather.

7 The succession of bad seasons had on more than one occasion caused apprehension of immediate famine, and the Agent, Governor-General, had called on the Political Agent to submit a scheme of relief works for each State. My predecessor did all he could to prepare a scheme, and I made similar efforts, but the result was that when famine became an established fact the schemes on record consisted of proposals to make a few new roads and to collect metal on existing roads. Even if all these proposals could have been carried out they would have gone a very small way towards meeting the requirements of a famine. As a matter of fact, it has not been found possible to carry them all out. In the first place, in a hilly country, such as Bundelkhand, professional advice is an absolute necessity in laying out a road unless the cost is to be prohibitive, and in the second place, the consent of the various owners of the land has to be obtained, and this is a difficult task. The ordinary rule is that each State pays for the portion of a road which lies in its territory, consequently each State wishes to have the road so aligned that it may pass through as little of its territory as possible, while it serves as many of its villages as possible.

8 The individual States are not rich enough to retain the services of an Engineer, and they will not combine to have a common Engineer. Some two or three years ago, I tried to persuade several of the Chiefs to seriously consider the advantage that they would gain if, by paying a subscription towards the pay of an Engineer, they could have a call on his services. But I did not at the time press the scheme as I could find no one Chief who viewed it with any favor. In spite of the apprehensions caused by succeeding bad years, and frequent exhortations to the States to prepare schemes of Famine Relief Works, when the famine came no schemes were ready to hand, and the want of these has done much to add to the difficulty of supervising the measures taken by the States. It may be accepted as a fact proved by experience that no scheme of any practical value for dealing with famine will ever be drawn up by the unaided efforts of the States and the Political Agent. As I have shown in a subsequent part of this report the services of an Engineer are essential.

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## Part II

### ARRANGEMENTS MADE FOR FINANCING THOSE STATES THAT NEEDED HELP

9 Immediately on my return from leave early in October, it was clear that famine in Bundelkhand had developed to such an extent as to call for immediate relief measures. The Chiefs or representatives of the States were invited to Nowgong, and if their estimates had been accepted it would have been necessary to provide funds amounting to over a crore of rupees for relief measures. After obtaining such information as was available a rough estimate was made out of the immediate, and prospective, requirements of the States, and the Government of India was asked by Colonel Barr to arrange for immediate loans of Rs 2,15,000 and to provide for the possibility of demands for further loans amounting to Rs 13,00,000. The smaller sum was sanctioned by telegram and was distributed at once. Subsequently it was arranged to accept the generous offer of His Highness the Maharaja of Gwalior to lend all money required for the relief of famine in Bundelkhand at 4 per cent, on the guarantee of Government. The arrangement as between Government and the Central India Agency, was that the total sum borrowed

from His Highness the Maharaja Scindia on the security of Government should not exceed Rs 15,00,000, and that the amount lent to any one State should not exceed the estimate of its requirements which had been submitted. Any loan in excess of the estimate was only to be made with the express sanction of Government. The matter was discussed with His Highness the Maharaja Scindia at Gwalior and a form of receipt drawn up and approved. The Maharaja was good enough to say that he did not wish to insist on the States paying within any definite period, nor did he wish to make any condition that the loans should not be paid back before a certain date. He said that he wished the States to entirely consult their own convenience regarding repayment. To avoid the cost and trouble of getting frequent cash remittances from Gwalior, and to ensure that all transaction should be conducted in a business-like manner, it was arranged that five lakhs of rupees should be lodged in the Nowgong Treasury, and that this should be drawn upon for paying any loans that might be sanctioned. Thus the financial difficulties had been got over once and for all. A circular letter was sent to all the States explaining the conditions on which loans could be made to them from the Agency, and want of money could no longer be urged as an excuse for inefficient relief measures. The financial arrangements above described have been the saving of Bundelkhand. All formalities had been swept away within the estimated requirements a loan could be obtained within two days of the need for it having been proved, and this is a most important point when dealing with famine in a number of States, for they only bring their needs to notice at the last moment, or else their requests for money are submitted with such incomplete information, that it is impossible to at once submit a report on which the Agent, Governor-General, would be able to pass orders. When the possible requirements of the Agency were estimated at Rs 15,00,000, there was no certainty that the winter rains would be favorable. As a matter of fact we have been fortunate enough to get as good and seasonable winter rain as could have been wished for, and the winter rain has been general all over India. The result has been that in Bundelkhand the area that was sown has yielded a better crop than could have been expected in November, the mohwa tree has yielded an average crop on the whole, and, what is equally important in this connection, prices have not risen. On the contrary have rather fallen since the estimate was made.

10 The conditions laid down by Government have, of course, been accepted by all the States taking loans, but it has not been possible to closely adhere to the form of receipt agreed upon, because at the time a loan was given it was not possible to say with any certainty the number of instalments by which it could be paid off, especially in the case of those States that seemed likely to require an additional loan. The total amount lent to the States from the money placed at my disposal by His Highness the Maharaja Scindia is up to the present Rs 4,94,800, the details of this sum are given in the statement attached (Appendix No II) which shows the dates on which the loans were taken and the arrangements proposed for paying them off. It is hoped that the majority of the loans will be paid at an earlier date than is named in the statement, if future seasons are fairly favorable. Easy instalments have been fixed as under the terms of the loan any State is liable to be taken under the direct management of Government if it fails to pay an instalment on the date fixed.

### Part III

ORDERS OR ADVICE ISSUED FROM THE AGENCY WITH REMARKS ON THEM, BASED ON THE EXPERIENCE OF THE LAST FEW MONTHS

11 On the 11th October the States were urged to do all in their power to increase the irrigated area by digging "kutchas" wells and by putting existing, but disused, wells into proper working order. Orders were accordingly issued by the various States, but with remarkably small result. The fact is that to carry out the advice required more energetic supervision than is available in Native States is needed, and this is one

more reason why no effort should be spared to protect beforehand against future famine as large an area as possible. There are numbers of villages where the water is close to the surface and where the soil is suitable for irrigation from temporary wells, but the opportunity was lost, and I have no doubt that it would again be allowed to slip by in a similar season.

12. On the 15th October the States were warned that during the succeeding months of scarcity there would be a grave danger that the commoner sorts of grains would be entirely consumed and that there would be a dearth of seed at the sowing season, they were therefore advised to lay in sufficient for seed at once. In spite of this advice, *sama*, one of the most valuable crops in a season such as the present, because it is reaped earlier than any other crop, is now obtained with difficulty, and *kuthi*, another crop which has similar advantages, will not be sown at all. As far as I have been able to ascertain sufficient seed has been forthcoming for the rain crops, but it has been bought, where it has not been stored by the States, at a price much above its intrinsic value compared with better grains. In case of a future famine this is a matter that should be kept in mind until it has been ascertained that sufficient seed has been stored, by persons who are not likely to be induced to issue it for any purpose other than seed. A special reason for keeping these grains in the country is that they are not imported. There can be no loss in storing more than is required for seed as it can always be used for food advances.

13. On the 16th October it was arranged that the Military Authorities should furnish a patrol between the Railway and the Cantonment should such a measure appear desirable. Fortunately the State Police have been able to protect the road satisfactorily.

14. On the 4th November I suggested to the States that as there would certainly be a scarcity of fodder, it would be a good thing to employ applicants for employment on cutting and stacking grass. This advice was largely acted upon in Baoni and Datia with very good results. In nearly all the States grass is allowed to dry up and become worthless, which is of the greatest value towards the end of the hot weather if stacked when in good condition. Grass-cutting requires no organisation, and no tools that the people have not got themselves, and the best time for cutting grass is just when the need for relief first arises. It is at this time, and pending the organisation of relief measures, that distress is apt to become acute and the people reduced in condition.

15. Early in November a Rubkar was sent to the States containing a number of suggestions which might, I thought, be useful. A translation of this Rubkar has already been submitted to the Agent to the Governor-General with my letter No 103-I, dated 10th February 1897, it may be useful to note here how far some of the suggestions have been carried out.

16. On the authority of the Famine Commissioners I advised the sowing of carrot seed, and I distributed some to the States. Unfortunately there is no information on record to show what success attended the experiment. I am not very hopeful that it was a success, as there was some delay in getting the seed. A small quantity now remains in the Agency which will shortly be distributed.

17. A suggestion was made that advances should be given to the iron-workers of the hilly parts of the Agency, and that tools such as are used on relief works should be turned out in large numbers. This suggestion was partly acted upon, but a market could have been found for many more tools than were made. The iron industry employs large numbers of laborers to dig the ore, make the charcoal and carry both to the forge. This form of employing the people not only has the advantage that the purchaser of the tools pays for the relief workers, while the State only loses the taxes on iron which

it remits to help the trade, but it has the advantage that it reduces the number who require direct aid from the State and so reduces the strain on the administrative machinery available

18 The States were also advised to expand diamond-digging operations on the ground that it might yield a profit, and that it ought, at any rate, to give a return in diamonds that would largely cover the cost of the labor. This suggestion has been very largely acted upon. It has an incidental advantage that in the case of the mines near Panna it provides a form of labor to which the people are accustomed, and in the case of all mines it provides labor in parts of the country where the soil is not suitable for large earthworks

19 A suggestion was made that the States should encourage the cotton trade by giving advances or by buying made cloth. Baoni, which is under the superintendence of the Agency, was the first to act on this suggestion, and experience has proved that employment can be given to large numbers at an expenditure which is practically covered by the sale of the cloth. Ajaigarh has a large cloth-weaving workshop in which a number of women are employed. Charkhari has an excellent arrangement by which a number of purdah women have been taught to spin thread, the cotton is taken to their houses and is exchanged daily for a day's wage and a new supply of cotton. The thread is sometimes made into common cloth, but most of it is made into cotton rugs which can be sold at a profit. Some of these were sent to Bombay to the Manager of the Army and Navy Stores as patterns, and Major Hildebrand, the Manager, very kindly offered to take a trial consignment for a sale in England. The consignment has not yet been sent off. In arranging a matter of this sort the difficulty is to get the work done by a fixed date. Chattarpur has a somewhat similar arrangement. A good deal has been done to act on the suggestion, but a good deal more might have been done. When on tour in the Chandla Pergunnah of Charkhari, I found that a number of the weavers had been obliged to give up their calling as they had no stock-in-trade. So general was the distress among the weavers that I could not get all the cloth that I wished to distribute from the Indian Famine Relief Fund without sending a long distance for it. The result of the weavers losing their stock-in-trade is that they come to the relief works, which may or may not be profitable to the State. If they were given wages for cloth-making, I believe the State would gain in a number of ways. In the first place, an active cotton trade means that there is employment for a number of children and old women who otherwise drift into the Poor Houses and have to be given food for nothing, in the second place, the State would have in hand a large quantity of cloth, part of which it could sell on the return of prosperous times, at nearly, if not quite what it had cost, and the rest it could use for State purposes, in the third place, as the weavers prefer plying their own trade at home to working at relief works, they would be willing to work at it for a minimum wage, and lastly, the numbers to be provided for on ordinary works would be reduced, and there would be no possibility of the few weavers who had weathered the storm being able to artificially raise the price of cloth after the famine was over. As soon as the people have a few annas to spare there will be an enormous demand for cloth, as the clothes of thousands of women are little better than rags, it is certainly desirable that the demand should equal the supply, otherwise the deficiency will have to be made up with machine-made cloth and money will have to be spent outside the province, where the expenditure of money is so urgently required.

20 Complaints were received that silver ornaments could not be sold at a figure approaching their real value, several attempts were made to help the people in this matter, but no plan that promised success could be evolved.

21 Extracts from the Famine Code were sent to the States showing the wages and diets that have been accepted as sufficient in British India, and they have been accepted by the States. The Rules published for the guidance of District Officers in the North-Western Provinces regarding loans for village works were also circulated in a simplified form.

22 One of the great difficulties in Native States is to induce the officials to regularly inspect the villages and send to the Poor Houses all in need of gratuitous relief. On the 7th January I suggested that all Zemindars should be given a date before which they were to send all destitute persons to the Poor Houses or to report their condition and the fact that they declined to become inmates of the Poor Houses. The result of the measure was that in the Chindli Pergunrah of Charkhah the Poor House was suddenly filled to overcrowding, but after the order had been issued no emaciated persons were found, other than those who refused to go to the Poor Houses. To assert and enforce the responsibility of the Zemindars seems the only means of counteracting the laxity of Native State officials.

23 Colonel Thornton laid great stress on the fact that the States did not, as a rule, get a fair day's work out of the strong laborers and he urged the need of some task system. I think I convinced him that any "task" system was beyond the administrative ability of the officials in charge, and after much discussion I issued a communication to the States advising them to divide all their workers into two lists: one for the strong and able-bodied, and the other for those who could not be expected to do a fair day's work. I suggested that all those on the first list should be employed on piece-work and that the weakly ones should be employed on light work and paid daily until they were fit to be transferred to the other list. Even this seems to require more intelligence than is always shown by the local officials, for it seems from Mr. Bruner's reports that in parts of Pannar all daily labor was refused and, naturally, the weakly could not earn a full wage on piece-work.

24 On the 28th February the States were reminded that it would be as well to lay in a store of food-grain for the rains while the spring crop was in the country and while the mohwa was plentiful. I believe that most of the States acted on this suggestion. In Bijawar an order was issued that all Rabi collection should be made in kind, and that if any holder of mohwa wished to sell it he should first offer it to the State at the price he could get elsewhere from another purchaser. In Pannar an order was issued that all the produce of mohwa trees, both State and private property, should be gathered, under the superintendence of State officials, and that half should be returned to the owners in the case of private trees, and in lieu of the other half cash. This order naturally created great dissatisfaction, for the people doubted if they would ever see one-half of their mohwa or the price of the other half. The order was rescinded at my request, but I have heard complaints that the mohwa returned is considerably less than the mohwa gathered, while the tax on mohwa trees has been taken in kind at a rate that is unduly favorable to the State.

25 Numerous orders were from time to time issued to the States pointing out the need for watching the rise and fall of prices and the rate of wages, the need for opening fresh works, etc., but these need not be detailed here.

26 Towards the end of the mohwa-picking season the States were advised to induce all poor persons to return to the works at once, so that they could live on the wages they received and refrain for use in the rains the mohwa that they had gathered. The reason for this advice was that it is much easier to provide relief works than to give gratuitous relief to the people in their villages, especially during the months when the roads are bad. As village inspection in Native States is done in a perfunctory way, if it is done at all, the matter seems one that should be remembered in a future famine.

27 Early in June the States were reminded that they should put all Poor Houses in a condition to withstand the rain. If not reminded they are apt to do nothing until the rains break and the inmates of the Poor House are in great misery.



## Part IV

## NOTICE OF EACH STATE FOLLOWED BY GENERAL REMARKS

## ORCHHA

28 His Highness the Maharaja of Orchha was the first Chief in the Agency to realise that the failure of the rains required special action on the part of the Darbar. On the 14th of October the Darbar issued a detailed Rubkar to all Tahsildars impressing upon them the need for losing no opportunity of increasing the area under irrigation, and promising most generous terms to cultivators, who, by their own exertions, should increase the area under irrigated crops. The State is well provided with lakes and wells and the most has been made of these. Owing to the presence of these and to a plentiful supply of mohwa trees, which gave a very good yield, the State had got over the worst of its difficulties by the time of the Rabi harvest. During February three hundred and ninety-five thousand persons were relieved for one day, and during March the number rose to four hundred and fifty-eight thousand. In no other month did the numbers reach three hundred thousand. I marched across the southern portion of the State in January and found the people in good condition, except in one village where the Darbar Officer had just arrived to open a relief work. In December I made one march in the northern part of the State and found no distress, I was unfortunately obliged to abandon this tour.

The Tahroli Pergunnah of the State was inspected in March by Mr Forbes. He reported that all necessary relief was being afforded and that the arrangements were good. The Jatara Pergunnah was inspected by the same officer in May, and he reported that he could find no signs of distress. The only unfavorable report that I received regarding any part of the State was from an officer who went out shooting to the village of Deri. The village belongs to a rich Jagirdar, but as soon as His Highness heard that the people were in distress he had an enquiry made and posted a Darbar official in the village to see that defects were remedied.

During nine months ending on the 30th June, the Darbar has relieved 1,864,363 persons for one day at a cost of Rs 1,86,520. The cost per head per day works out to 64 pice, which is not perhaps high considering the amount spent on buildings. For a period of a hundred days 559 of the population has been on relief works. The total expenditure is divided as is shown below —

	Rs
Buildings (including a new palace)	84,135
Improvements to roads	15,882
Miscellaneous	4,680
Irrigation works	78,823
Total on works	<u>1,86,520</u>

It is estimated that the money spent on irrigation works will bring in a return equal to 20.8 per cent on the money spent on them, and that it has brought 9,893 bighas of land under irrigation. The roads repaired are all useful projects. The Poor House returns give the following figures —

Restored to strength	2,852
Died	247
Left the Poor House of their own accord	496
Remaining on the 30th June	<u>930</u>
Total relieved in Poor Houses	<u>3,595</u>

Owing to the large irrigated area the Darbar has not had such a difficult task as some of its neighbours, but the numbers relieved show that foresight and organisation were necessary, and the Darbar is, in my opinion, entitled to great credit for the success that has attended its measures for the relief of the people. It is only fair to His Highness to say that no assistance has at any time been required from the Agency.

#### DATIA

29 The Datia State has a population of 185,000. I inspected a large area of the State in December. Mr Forbes inspected the whole State in February-March, he a second time inspected a portion of it in May, and Captain Ewbank inspected the Nadi-gaon Pergunnah, where distress was expected to be most severe in June. In every case the people have been found to be in good condition. A special Famine Department has been founded, generous remissions of revenue have been made, good terms have been offered to those wanting loans, and famine matters generally have received the Darbar's best attention. Very few detailed returns have been received from the Darbar of the work done up to the end of June, and the final Poor House returns have not been received. For statistical purposes this is to be regretted, but the matter is not, I think, of great importance. The Darbar has asked for no financial aid from the Agency. It is known that famine has been general in all the districts surrounding the State, and that, whatever remissness there may have been in submitting returns, there has been no deficiency of relief. I consider that the Darbar deserves credit for its arrangements.

#### SAMTHAR

30 The population of the Samthar State is 40,000. The State is almost entirely composed of black soil, liberal advances were given early during the rains of 1896 so that the people got in their crops without delay and suffered little on account of the early cessation of the rains, as far as the Kharif harvest was concerned. His Highness the Raja, who has taken a great interest in the work, at first proposed to rely entirely on village relief works, but subsequently he came to the conclusion that a few large works could be better supervised. The returns submitted by the Darbar show that between the beginning of October and the end of June the persons employed on relief works amounted to 6.86 of the population for 100 days. The average daily cost per head was 5.99 pice. A portion of the total expenditure of Rs 25,716 has been spent on roads and buildings, the protective works are estimated to have protected 1,700 bighas against famine, and to yield a return which will give 12.3 per cent on the whole expenditure. The figures that have been submitted are not, I think, quite complete, as they do not include repairs to the road from Samthar to the Railway, a work which has been seen in progress by officers from the Agency. During the period of nine months 10.00 per cent of the population came on the lists of those receiving gratuitous relief.

The Samthar State was inspected by me in December, by Mr Forbes in March, and by Captain Ewbank in June. On each occasion the people have been found in good condition. At the end of July 1897 I received information from the Darbar that Rs 2,500 had lately been distributed as Traqavi advances. I think that His Highness is deserving of great credit for his management, and I am especially glad to have an opportunity of placing this on official record as his famine administration has been made a subject for most libellous attacks in a newspaper published at Jhansi.

#### PANNA

31 The Panna State covers an area of 2,500 square miles and contains a population of 240,000. It is divided into eleven tehsils, several of which are separated from the main portion of the State. During the famine of 1896 I was obliged to report most unfavorably on the arrangements made by the Darbar. From what I saw in the State up to the end of February I hoped that the Darbar was determined to earn a better reputation this year, but I regret to say that further information shows that the people must have been in many cases neglected.

A sketch map of the State showing the head-quarters of each tehsil is here \* attached for facility of reference

I reached Panna with Colonel Thornton at the end of February and examined the schemes which the Darbar proposed for affording relief, and the result was reported in my letter No 148-I, dated 6th March 1897 I had for some time been trying to get the details from the Darbar officials I informed the Darbar that the proposals seemed to me sufficient for some time at any rate, but I noticed that the State works bore a very small proportion to those said to have been undertaken by Jagirdars and private individuals I also pointed out that a very wide discretion had been left to Tehsildars, and that it was therefore most necessary to insist on their sending in a simple return showing the progress of work As I felt obliged to get back to Bijawar at an early date I had to give up my proposed tour to the south of Panna, I managed, however, to make a hurried inspection, from Kakarati, of the villages lying to the west and south as far as Amangunj I found that the works corresponded with the information that had been supplied to me, that the people in the Poor House at Amangunj were well looked after, and that generally the condition of the people was fairly good

In April Captain Ewbank marched east through the Dharampur Pergunnah and then turned south and east through the Singhpur Pergunnah In the Dharampur Pergunnah he found no distress that was not being relieved, but in the Singhpur Pergunnah he reported that in some cases proper wages were not being paid, that at one work the condition of the people was not satisfactory, and that the people complained that they were not being cared for Captain Ewbank then went through a portion of Ajagarh and entered the Pawai Pergunnah north-east of Pawai, marched for some distance south of the Ken river and, turning north, marched to Panna He reported that the condition of the people was fairly good, and that there was a reasonable quantity of work On the other hand, the registers at some of the works showed the most extraordinary increase in the numbers corresponding with the date of his arrival in the neighbourhood I have been informed, though I cannot vouch for the truth of the information, that some of the most distressed persons were kept out of his way I am certain that this trick was played on me during 1896, as was reported at the time If the number of workers is increased for inspection purposes, it does not seem very unjust to suppose that those who would not do credit to the State are kept out of the way From Panna a portion of the Dharampur Pergunnah was again inspected and found to be in good condition

In the month of February I had inspected the Pergunnahs of Malara and Baxwaho and I found that the relief measures in both were sufficient In May Mr Barnes entered the Malara Tehsil from the east, and marched as far as Ghuara During the first part of the tour he reported that there were sufficient works, that both cooked and uncooked food were given at the Poor House at Malara, but that he considered that some sort of village relief ought to be instituted, as in the villages he found some distressed persons who refused to leave their homes At Ghuara, however, he was received with complaints that proper wages, as laid down by the Darbar, were not paid, and he said that he was beset with people demanding alms outside the Ghuara Poor House His recorded opinion regarding this portion of the State is that no real effort was being made to cope with the distress Mr Barnes then toured through the Baxwaho Pergunnah, and, on the whole, his report on the relief measures is favorable He then marched across the Central Provinces to the Semaria Pergunnah and inspected the triangular tract south of Semaria and between the river and the hills He found that the people were in a very bad condition indeed, that a number of deaths had occurred from starvation, that a number of persons had emigrated, that only the strong were employed on the works, and generally, that the relief afforded was insufficient At the same time he reported that if the orders of the Darbar, which were

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clear, had been carried out, the people could never have reached such a condition. The Agent to the Governor-General is aware of the details of Mr Barnes's report as a copy was sent to Indore with my letter No 304-I, dated 13th June 1897, and with a recommendation that three non-commissioned officers from a Native Regiment should be placed at my disposal to keep me informed how far the Darbar was acting on the advice of the Agency. The Darbar was sent a translation of Mr Barnes's report and advised to at once prepare Poor Houses that would be fit for occupation in the rains, to institute village relief, and to import grain, if there should be any fear of scarcity during the rains. Some time later on I received information that nothing was being done, so Captain Ewbank and I started on the 17th July. We inspected the Singhpur Pergunnah and a portion of the country to the south of Panna, but found it almost impossible to get further. I regret to say that in nearly every village that we visited in either tehsil there was distress. It was obviously impracticable to arrange to take all persons into Poor Houses. We therefore inspected as many villages as we could, each taking a State official with us. To those in distress the official distributed money in our presence sufficient to keep them till the crops are ripe, in many cases some additional help was given from the Fund, but in the majority of cases help from the Famine Fund was given to those who, though they looked weak, were scarcely fit subjects for gratuitous aid from the States. While on this tour I received information that the Government of India had sanctioned my request for three non-commissioned officers. On hearing this we changed the plan of giving lump sums to paupers, which is open to strong objection, and had lists made in each village and arrangements made for the paupers to get a daily dole of grain or money, to these a rupee or grain was usually given from the Famine Fund. This seemed the better plan, as soon as Government officials were available to see that the doles were really given. We arranged for relief in a number of villages as an example of what seemed to be required, and then officials were sent out all over the southern portion of the State to take similar steps. On seeing the condition of the people I made a strong remonstrance to His Highness the Maharaja, with the result that the next morning he sent out about Rs 12,000 to my camp for distribution. The three non-commissioned officers have started, and I trust that efficient measures have now been taken to relieve the distress. While in this part of the State it seemed to me that, compared with neighbouring villages of Ajūgarh, the Kharif crop covered a small area. At my representation further advances for seed were issued. Captain Colvin is now going out with Captain Ewbank to see what success has attended our efforts. After inspecting the Semaria Pergunnah Mr Barnes went on to the pergunnahs of Raipura and Shahnagur. In the Raipura Pergunnah he found distress, but not so acute as in the Semaria Pergunnah, and in the Shahnagur Pergunnah, though the cultivators were in many instances without bullocks, the condition of the people was better than in Raipura.

The Iktohan Pergunnah was inspected by Mr Forbes in April. He reported that he found no signs of distress, and that the people appeared to have had a fair Kharif crop. They ought to have had a fair Rabi, as they have a number of wells. Mr Forbes brought to notice another instance of the Darbar officials' desire to make their arrangements appear what they are not. The Register of the Poor House showed that the number of inmates in January was 10 daily, in the first days of February 12 and 14, in the middle of February there was a great rise and the figures reached a maximum of 194 on the 18th February, but subsided as quickly two or three days after to 12 or 14. The explanation of these figures is that I was expected to inspect the Poor House about the 17th or 18th of the month, as soon as I was marching in the opposite direction the local official thought there was no need to feed so many. The probability is that a large proportion of strong persons had been pressed to go to the Poor House in order that I might see how thoroughly starving persons had been restored to strength.

The Birsingpur Pergunnah mostly consists of detached villages at a great distance from any of the routes taken by inspecting officers. It has not been inspected. The

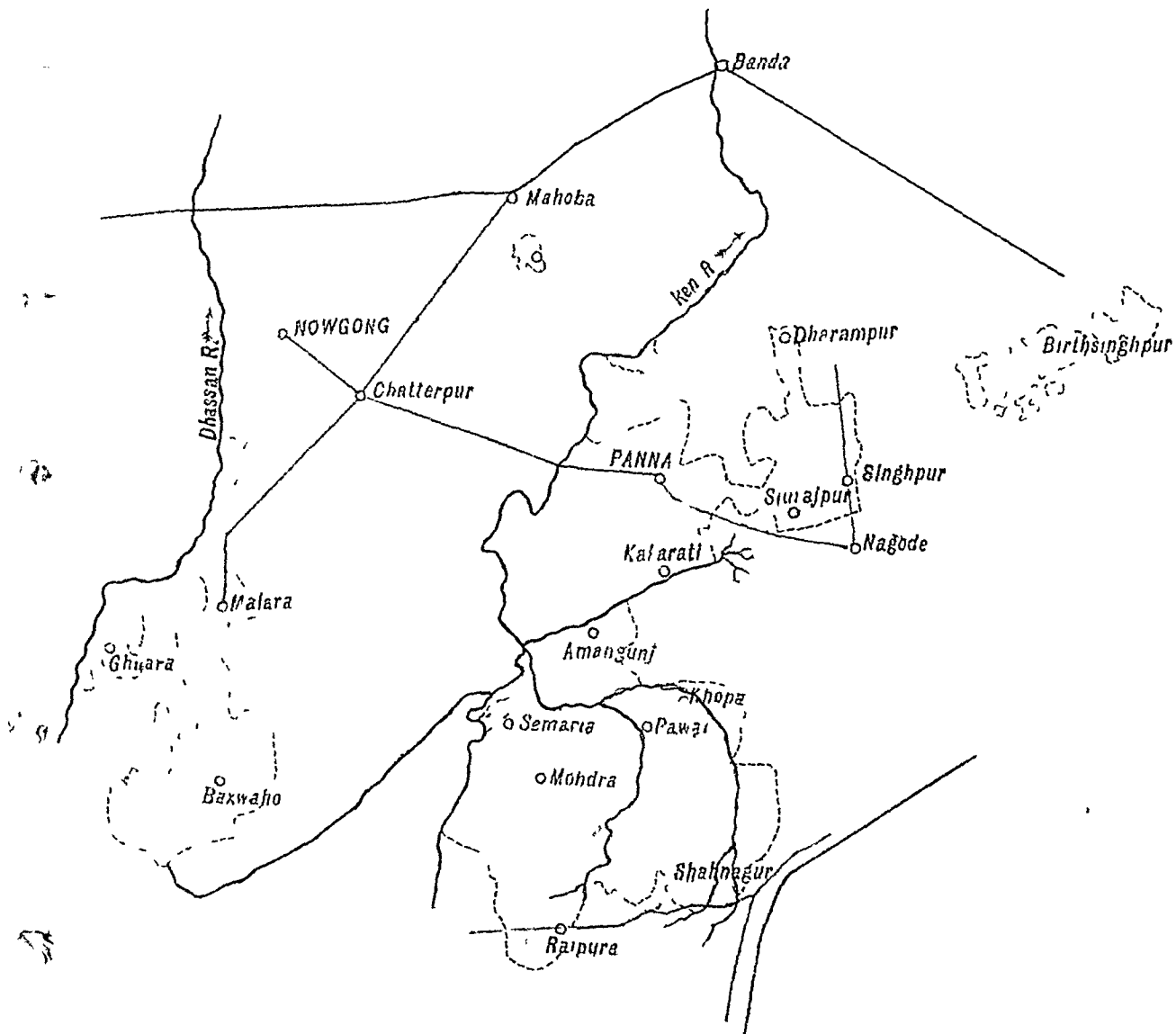
Darbar has assured me from the beginning to the end that ample money has been given and that any deficiencies are owing to faults on the part of the local officials. I was inclined to believe this from what I saw at the early part of the year, when there were practically no deficiencies. Later on, however, I have begun to doubt that the Tehsildars have such ample funds as the Darbar would have me suppose, the common opinion of the country certainly is that His Highness refuses to give out cash as it is required. During my recent visit to Panna I informed His Highness that wherever the fault lay, the responsibility remained with him, I trust, therefore, that the result of my last tour with Captain Ewbank and the appointment of the non-commissioned officers will have the desired effect. The large proportion which private works bear to State works seems to show that the State money has not been freely distributed. The want of supervision by the Darbar is most marked in Panna. In February I gave a simple form of return to be submitted by the Tehsildars. When I again visited Panna in May I found that in some cases no returns had been received, in others they were not up to date, and in others there were great differences between daily and weekly returns. As far as I could ascertain the Darbar Office had contented itself with filing any returns that the Tehsildars sent in. The ordinary weekly returns of laborers and persons in the Poor Houses are usually received from Panna months in arrears, and I am unable to give any figures showing the percentage of population relieved, etc., as the returns made up to the end of June, have only been received for four pergunnahs.

### CHARKHARI

32 The Charkhari State is divided into four pergunnahs. Bawan Chaurassi containing the city of Charkhari, Satwara on the borders of Hamirpur and Banda districts, Esanagar south of Nowgong, and Ranipur, which only has a population of some 3,000 persons. The Bawan Chaurassi Pergunnah was inspected in April by Mr Forbes and the people were found to be in good condition, a large majority of those in need of relief come to the works at the town of Charkhari, and these I have seen on several occasions. The only official intimation received of residents of this pergunnah going to relief works in British India was when a work in the Hamirpur District approached within a few hundred yards of the Charkhari City. This pergunnah being close to the Capital and under the personal observation of His Highness the Maharaja and the highest officials of the State, was well looked after, the workers were kept in good condition, the paupers were most comfortably housed, and attended by a Native Doctor, and the cultivators will have no difficulty in obtaining any seed and food advances that they may require.

The Satwara Pergunnah is the most important in the State. It was first inspected by me in February and I then wrote to His Highness that I thought more works ought to be opened, and that more accommodation was required for paupers. An order had recently been issued to the Zemindars that they were to send to the Poor House all persons who were fit objects for gratuitous relief, and the result was that the Poor House was overcrowded with persons who were much reduced in strength. The numbers in the Poor Houses would probably have been less if more works had been open, however, on my representation, more works were at once started and more Poor Houses opened, with the result that when the pergunnah was again inspected in April by Mr Forbes he was able to report favorably on the arrangements made for the distribution of gratuitous relief, and that he could find no one who complained that he wanted work. The pergunnah was once more inspected in the month of May by Captain Ewbank and myself. We found that the improvements noticed by Mr Forbes had been maintained, all knew where the works and Poor Houses were, and none complained that they had been refused relief. By the time of our last inspection we had been given a large grant from the Indian Famine Charitable Relief Fund, we were consequently able to give clothes to hundreds that were in rags, money doles to the old and weak, cash to weavers to start their trade, and money to cultivators to buy their bullocks. The pergunnah had suffered severely

# SKETCH MAP, PANNA STATE



Scale—20 Miles to an Inch





from cattle disease and successive failure of the crops. Some 400 cultivators were selected for grants from the Fund, and the agreement made with His Highness the Maharaja was that if this amount of assistance was given from the Fund he would supply all the other bullocks that were required irrespective of the security which could be given by those in want of plough-cattle. The Tehsildar had not, I found, made out any lists of those in need of cattle, but he repaired the omission at an early date and the Maharaja lost no time in issuing the necessary orders. As it seemed possible that during the rains there might be a deficiency in the food stocks in this pergunnah, I suggested to His Highness that he should place at three places in the pergunnah Rs 3,000 worth of grain that could be drawn upon for food supplies if necessary, and that could be used as seed advances in the event of it not being required for food. The suggestion has, I am informed, been acted upon.

The Esanaggar Pergunnah was inspected by His Highness in January, and when I met His Highness at Esanaggar he explained the measures that had been taken, they seemed to me ample but unfortunately they were not properly carried out by the Tehsildar in charge of the pergunnah. When Mr Forbes inspected the pergunnah in March, he reported that there was an insufficiency of work, that the number of paupers in the Poor House had been increased, that their condition was bad, and generally that the people were in need of more attention and relief. The Maharaja on hearing this sent for the Tehsildar and instructed him to at once open more works, and make such improvements in the Poor House as were required. The pergunnah was again inspected by Mr Barnes in April, and as he reported that distress was still acute and that the Tehsildar was taking no sufficient steps to relieve it, I went to Charkhari to confer with His Highness. The Maharaja expressed great surprise that the Tehsildar should have failed so seriously in his duty, and I too was surprised, as Kasim Ali has always been considered an intelligent man, and I have looked upon him as one of the most efficient officials to be found in the States of Bundelkhand. His Highness decided to go to the pergunnah and see for himself what was required. He went without delay and had more works opened, fresh Poor Houses started, Taqavi advances given and arrangements made for giving the poorest of the relief workers fifteen days' pay on the close of the relief works. I have lately visited the large work at Lahera and I found a great improvement in the condition of the people.

The Ranipur Pergunnah has not been inspected. The people have been employed at the diamond mines.

Though the relief measures have at times fallen short of the requirements of the Satwara and Esanaggar pergunnahs, there can be no doubt that His Highness the Maharaja has done his best to carry out his duty. The deficiencies reported occurred while His Highness was away in Calcutta, where he went to dispose of some of his jewels in order to find money for relief works. His action in thus setting an example to his brother Chiefs has already been noted with approval by the Government of India. His Highness has always appeared most grateful for the assistance that he has received from the tours of the officers on famine duty, and he has always taken advantage of the information received from them, he is the real, as well as the nominal, head of the State, and it has been a pleasure to work with a Chief who takes such an interest in the affairs of the State, and who understands the difference between fault-finding and friendly advice. The Charkhari State is the only State in the Agency that adopted the system of payment on gang sheets followed in British India. I have mentioned elsewhere in this report that a large number of "purdah nashin" women are employed in making thread. I understand that these are not included in the return of workers, or in the statement of expenditure. At the break of the rains arrangements were made to feed a number of the poor at their homes so as to reduce the number in the Poor Houses.

The Darbar reports that 1,488,762 persons were employed on the relief works for a period of one day at a cost of Rs 1,11,109 exclusive of all such charges as tools and



supervision The average cost per head per day works out to 4 77 pice The number on relief works amounts to 9 92 of the population for a period of 100 days The expenditure may be classified as follows —

	Rs
On protective works	46,016
On tanks not made primarily as protective works	31,796
On roads	19,126
On miscellaneous works	7,341
On working diamond mines	4,130
On buildings	2,700
	<hr/>
Total spent on relief works, Rs	1,11,109
	<hr/>

It is estimated that 7,090 bighas have been brought under irrigation, and that the revenue from the protective works will amount to Rs 8,279 or 7 4 per cent. on the money spent on all works I think that much reliance cannot be placed on the figures regarding area protected and revenue expected Some of the works have not been completed and until they are completed they will yield no return on the other hand, some works, such as the tank of Charkhri, have not been entered in the returns as likely to give any profit and a number of wells have been made, while no revenue for them has been shown in the estimate of profit It is difficult to say with any approach to accuracy what is the money value of the works taken in hand Most of them have been well planned and carried out, but they have not been completed My opinion, and it is shared by Captain Ewbank who has seen most of the works, is that as they stand they are not likely to yield a good return on the money spent but that by the expenditure of a little more money they might be made most useful protective works, while they may pay a regular return on the money spent These remarks apply only to a few of the larger works The smaller works will bring in a good return at once The condition of things above described is, I think, largely due to the fact that the State Engineer was an old man and in feeble health, and consequently unable to see properly carried out the schemes that he had originated

During the nine months 2 6 per cent of the population came on the list of those receiving gratuitous relief

### AJAIGARH

33 The Ajigarh State has a population of 91,000 persons It has a very small irrigated area, but in two pergunnahs of the State mohwa trees are plentiful Excepting the Pergunnah of Mehra Bangla, which has a population of less than 3,000, the State is divided into the four pergunnahs of Zeighati, Barwara, Mahewa, and Ganj The Zerghati Pergunnah was inspected by me in company with Colonel Thornton, in February, it was again inspected in April by Captain Ewbank, and again in the latter half of May by Captain Ewbank and myself On each occasion the people were found to be in good condition

The Barwara Tehsil was inspected by me in March, and by Captain Ewbank in the end of April On both of these occasions the people were found in good condition On the 17th July Captain Ewbank and I visited this tehsil, and I regret to have to say that the people were suffering very great distress The people in the Poor House had been grossly neglected and there were many not in the Poor House who ought to have been there These remarks mostly apply to the villages immediately round the tehsil I found that the Tehsildar had not inspected any of his villages himself, neither had he had them inspected by his subordinates, he had not even distributed the amount of money that had been sent to him by the Darbar for Taqavi advances, he had, however, I believe, submitted accounts to the Darbar showing that the inmates of the Poor House had been receiving full rations The Nazim at once came to put things

right, he suspended the Tehsildar and arranged to put another man in charge of the Poor House. At the same time I wrote telling His Highness the Maharaja of the condition of his people, and His Highness at once showed his displeasure by having the Tehsildar and the Officer in charge of the Poor House marched off to Ajajgarh in custody. Arrangements were made to repair the omissions of the Tehsildar, and I have no doubt that when Captain Colvin arrives at Barwara, as he will shortly do, he will find that distress has been relieved.

The Mahewa Pergunnah was hurriedly inspected by me in March, and it was thoroughly inspected by Captain Ewbank in the end of April, a portion of this pergunnah was also seen by us in July. On every occasion the arrangements have been found to be good.

The Ganj Pergunnah has only once been inspected, the arrangements were good. In his report on the whole Agency Colonel Thornton spoke in the highest terms of the arrangements made by the Ajajgarh Darbar. The returns submitted by the Darbar show that Rs 1,03,790 has been spent on relief works which are both remunerative and productive. It is estimated that increased revenue amounting to Rs 20,868 or 20 1 per cent. on the money spent will be derived from these works, and that 15,351 bighas of land have been protected against famine, which is caused by anything short of an absolute failure of the rains. Unfortunately, owing to a misunderstanding, the detailed returns furnished by the State only give the figures for these works, and do not include expenditure on roads or buildings. The real profit will not be quite so high as stated above, because the returns were made up shortly before the end of June, and there has since been some expenditure while the income is calculated on the work when completed. The works have now all been completed. The total figures for the State up to the end of July, show that, including roads, buildings, Poor Houses, and miscellaneous expenditure, the whole cost of famine relief has amounted to Rs 1,71,607. The income which is expected from the remunerative portion of the expenditure amounts to slightly over 12 per cent. on the whole expenditure. During the six months from the beginning of October to the end (or nearly the end) of June the number of persons relieved on the works amounts to 14 64 of the population for 100 days. The average cost per head per day was 4 9 pice. Seven per cent. of the population has at one time or another been in receipt of gratuitous relief in the Poor Houses or in their homes. The details are given below —

Restored to strength	5,466
Died	362
Absented themselves	55
Remaining on 30th June	541
Total	<hr/> 5,833 <hr/>

The Darbar having taken prompt measures to punish the Tehsildar of Barwara for his neglect of duty, has done all that in the circumstances was possible. It is a great pity that there should have been this temporary and local failure to relieve distress, as in other respects, I think I can say, without exaggeration, that the arrangements made by the Darbar, through the Nazim Nonihal Singh left nothing to be desired. It is only fair to the Nazim to say that while things were allowed to drift in Barwara he was disabled from getting about. When I was in Camp in July, I was struck by the very large area under Kharif cultivation, which showed that there had been no stinting of seed. The State was obliged to borrow Rs 50,000 from Government in July 1896, and consequently the whole of the famine operations have been carried out with borrowed money. Since November a loan of Rs 1,50,000 has been granted to the State and a further loan of Rs 50,000 is now under consideration, to enable the Darbar to make immediate food

advances to keep the people till the time of Kharif harvest, and to provide seed for the Rabi harvest. The latter will be a large item owing to the high prices prevailing and to the fact that the local bankers have practically no stocks of seed-grains.

### BIJAWAR

34. The affairs of the Bijawar State have lately been so fully before the Agent to the Governor-General and the Government of India, that no detailed notice is here required. Briefly the chief facts are as below.—In December as it was known that the State was without funds, a loan of Rs 70,000 was made by Government. When I visited the State at the end of January, I found the people in the greatest distress and I was informed that none of the loan had been spent. His Highness was then induced to apply for the services of an Officer to manage his relief measures, and the services of Lalla Sheo Nath were placed at his disposal on the condition that all orders should issue through him, and that all information should be sent to him. It was found that these conditions were most flagrantly broken, that the State accounts were not produced, and that no intelligible information was obtainable in the Darbar Office. At the same time it was clear that the State could not carry on without a further loan. It was then decided that His Highness the Maharaja should grant full powers to his Dewan Rao Bankaju, but he also failed to submit accounts, and, it is stated, because he wished to come to the Agency with the State accounts, he was summarily dismissed by the Maharaja. It was clear that Government could not continue indefinitely to pour money into a State which either would not, or could not, submit any accounts, and which did all it could to thwart the Officer sent for the purpose of relieving distress. A decision had to be arrived at, as to whether power should be left with the Chief, and his people left to starve, or whether the Government should nominate a Dewan, provide such funds as appeared to be necessary and save the people. The latter alternative was chosen. Lalla Sheo Nath has worked hard and successfully in the face of great difficulties and he has been rewarded, being appointed Naib Dewan. His whole time was spent in moving as rapidly as possible about the country and superintending relief measures, he could not afford to stay at Bijawar and ensure that the records were properly kept. The consequence is that I have not been able to obtain any returns from the Darbar such as have been submitted by other States. It has been stated that distress was very severe indeed in the early part of February. Early in March I again visited the State to see what Lalla Sheo Nath had been able to accomplish, and I was surprised to find what a change he had worked. The inmates of the Poor House had been changed from a starving rabble to an orderly collection of persons in receipt of gratuitous relief, and their appearance was as much changed as their demeanour. In the villages no starving persons could be found, and when in the jagir villages Sheo Nath had been able to induce the Thakurs to open works and give free food to those unfit for work. Nearly the whole of the State was inspected in May by Mr Barnes and myself. In July I rode through several Bijawar villages and found that satisfactory arrangements had been made for seed. It may be said that the appointment of Lalla Sheo Nath put an end to the real distress in Bijawar. The distress continued to a later date in the outlying pergunnah of Karaiya as Lalla Sheo Nath could not at once get there.

### BAONI

35. The Baoni State has a population of 18,000. It has no well or tank irrigation, and only a small area is irrigated by the Betwa Canal. The distributary known as the Baghi Minor was made many years ago, and this proved of great value during the current year. Three new minors were made as relief works last year, but owing to their not being quite complete as regards their connection with the Canal, and later on owing to a short supply of water in the river, full value was not obtained from them. There is practically no mohwa in Baoni. The greater portion of the State was inspected in the month of March by Mr Barnes and myself. It was then found that a considerable number of the people had left the State, either in search of harvest work, or to join the relief

works in the British districts that surround the State. Arrangements were at once made for funds to meet the needs of the people which were greater than had been expected, with the result that all the people shortly returned to their homes. The returns show that from the beginning of October to the end of June 474,009 persons were employed on relief works for one day at a total cost of Rs 41,513. The average cost per head per day, including supervision, tools, &c, amounts to 5 6 pice. The number of persons employed on relief works amounts to 26 33 of the population for 100 days. The State has been poverty-stricken for years and it has not been properly looked after. It recently came under the management of the Agency, consequently there were no State buildings. This want has been repaired this year, and the State has been materially improved by the construction of a fresh offset from the Betwa Canal and by the construction of bandhs.

The details of the expenditure are given below —

	Rs
Fourteen new bandhs have been made at a cost of	16,865
Seven tanks have been improved at a cost of	2,211
A new well has been made and three old wells have been repaired at a cost of	406
The portion of the road that runs through the State from Calpi to Hamirpur has been improved at a cost of	9,153

A School, a Jail, a Kotwahi, a Poor House and a Sarai have been made, and the Palace and Musjid at the Capital of the State have been repaired. A fresh offset from the Canal has also been made. At the beginning of the famine, a large cotton-spinning establishment was started, which has employed 39,458 persons for one day, a large number of these being "purdah nashin" women. The exact profit or loss has not yet been worked out, but there can be no doubt that the workshop has provided employment for a number of distressed persons who would have been most unwilling to go to ordinary relief works, while a large proportion, if not the whole, of the money spent will be returned to the State at an early date.

When Captain Ewbank visited the State in June he clothed from the Indian Famine Relief Fund 2,507 women, for which purpose he bought over Rs 1,200 worth of cloth from the State.

The buildings and the road which have been made for the public convenience, will of course, yield no profit that can be shown in accounts, but the other works, such as the tanks and bandhs, are expected to prove very profitable. It is estimated that by the relief works undertaken this year 1,916 bighas have been brought under bandh cultivation, or under water-nut cultivation in the tanks, and that the average yearly profits for the next three years will amount to Rs 2,286. The eventual profit to the State ought to be more than this, as the cultivators are not willing to at once pay the rent at a fully enhanced rate.

It is estimated that the money spent on the bandhs alone will give, in increased revenue, a profit of 12 7 on the money laid out. The profit that is expected from the tanks and bandhs together will amount to 5 5 per cent on the whole expenditure on relief works. For the purposes of this calculation a portion of the cost of the new offset from the Canal has been included, but no profit has been allowed for from the Canal, neither is the area that will be irrigated from it included in the area of 1,916 bighas mentioned above.

A considerable portion of this land has already been taken up by cultivators at an enhanced rate, and the Superintendent informs me that he anticipates no difficulty in getting the whole of it taken, with perhaps the exception of one bandh. During the nine months 302 persons have, at one time or another, come on the lists of those in receipt of gratuitous relief. This amounts to 1 6 of the population.

Before the present famine cycle set in, some money had been borrowed for improving the land by means of digging kans grass, and the whole expenditure on the famine of the last two years has been met from fresh loans. The consequence is that with a revenue of only about Rs 75,000 the State has a debt of Rs 1,66,000 to pay off.

Captain Ewbank, R E, visited nearly the whole of the State in June, and he has recorded his opinion that the bandhs and other works had been well carried out. He has also reported that all the people were in good condition, though they appeared to have no resources of their own. The entire management of the famine operations has been in the hands of Munshi Raza Hussain, the Superintendent, who has received very little assistance from others in the State. The works were proposed, planned, and executed by him, and he may, I think, be proud of the result, which, briefly expressed, is as follows.—Work has been provided for a most unusually large proportion of the population, that it has been well carried out is proved by the opinion of Captain Ewbank and by the small number of paupers requiring gratuitous relief, that it has been well chosen is shown by the fact that the annual profit will more than cover interest on the whole money spent on relief operations. Only 1.6 per cent of the population has required gratuitous relief.

### CHATTARPUR

36 The Chattarpur State has a population of 170,000, there is irrigation in about three-quarters of the State, and it has many tracts in which mohwa trees abound. The State is divided into the four tehsils of Chattarpur, Rajnagar, Lauri, and Deora. The Chattarpur Tehsil runs up to the borders of the Cantonment, and it has consequently been frequently inspected. It is the only portion of the State in which I have found any severe distress. At Mau, close to the Cantonment, there was a large relief work on which the people were in a bad condition. The matter was brought to the notice of the Darbar, and orders were issued that higher wages should be paid, subsequently, when the work was again inspected, it was found that the condition of the people had not improved, and that the revised scale of wages had not been paid, although it was admitted that the Darbar order had been received. The official in charge of the work was transferred, but I have not heard that either he or the Tehsildar, under whose orders he was working, have been punished for their neglect of duty. When Mr Forbes visited an outlying portion of the tehsil, which is at a distance from Nowgong, he found that on the completion of a work at Pirthipur there had been an interval of four days between the closing of the work and the opening of a new work, at Bedar he found that proper wages were not being paid. On inspecting the village of Dalpatpur, I found that in the early part of the year distress must have been severe. So many Chattarpur subjects came from the Chattarpur Pergunnah to the Charitable Poor House at Nowgong, that I was obliged to ask the Darbar to open a Poor House close to the Cantonment, and this when opened has not been well managed. In my opinion the Tehsildar has been found distinctly wanting in either energy or honesty. His deficiencies have from time to time been brought to the notice of the Darbar, but he is still the Tehsildar.

The Tehsildar of Rajnagar, on the other hand, has made good arrangements and no complaints have reached me about his arrangements. He is a hard-working and thoughtful man, who provides against difficulties before they arrive. In July I saw several of the villages of this pergunnah and found them in a satisfactory condition.

The Sauri Tehsil has been inspected on several occasions, and the people found in good condition. The Deora Tehsil, which mostly consists of hills and forests, was partly inspected by me in January. In the portion that I saw, there was a large relief work at which the people looked well, the Dewan informed me that he had learned that distress was more acute in the southern portion of the pergunnah and he went there to organize relief measures.

His Highness the Maharaja has not stinted money, and the relief measures have been on the whole intelligently organized by the Dewan. The only fault that I have to find is that the Tehsildar of Chattarpur was not sufficiently looked after, and that no sufficient notice was taken of his failure to relieve distress in his tehsil. The returns furnished by the Darbar show that Rs 60,420 has been spent on relief works and that with the exception of Rs 2,300 spent on buildings and Rs 10,600 spent on roads, the whole sum has been spent in protective works. These works are estimated to give an annual return equal to 10 8 on the capital outlay of Rs 60,420. In all 3,912 bighas have been protected, and repairs to existing tanks have, of course, a protective value which cannot be measured. For a period of 100 days 4 69 of the population has been on relief works at an average daily cost per head of 4 6 pice. The number of persons who came on the list of those receiving gratuitous relief is equal to 3 3 of the population.

#### SARILA.

37 Sarila is a small but rich State surrounded by the Hamirpur District. As it nearly all consists of black soil, but it is mostly low-lying, it has not suffered as much as other tracts where black soil is common. The people are better off than in any part of Bundelkhand I know, and consequently they are better able to stand the strain of famine.

The returns submitted by the State show that, from the beginning of October to the end of June, the number of persons employed on relief works amounted to 17 53 of the population for 100 days. The daily cost per head was only 3 7 pice. If this is a correct return, the only explanation of the low average rate of wage that occurs to me is that owing to the people being fairly well off, they themselves kept away from the works while they sent their children.

The State was inspected by Mr Barnes in the end of March. He reported that he could find no signs of famine, and that there was no need even for a Poor House, the circumstances of the case being then met by a slight expansion of the ordinary State charity. Only 40 of the population required gratuitous relief. The Raja informed me a few days ago that he had founded an entirely new village, by settling down strangers from other States or British districts.

#### DHURWAI, BIJNA, AND BANKA PAHARI

38 These are three small and impoverished jagirs on the borders of the Jhansi District. Neither of them has any money. In Bijna the Jagirdar could not be trusted with a loan for relief purposes, as he had converted to his own use a loan made to him in 1896, a loan for relief purposes could not be made to the Jagirdar of Dhurwai because of family dissensions, owing to which no particular work could ever have been agreed upon by the sharers of the jagir who would, of course, have been responsible for the money. Banka Pahari is so poor and insignificant, that he could scarcely be expected to do anything. Finally, it was decided with the sanction of the Government of the North-Western Provinces that the people of these jagirs should be told that they would be relieved in the Jhansi District. At the same time small loans were made to the Jagirdar of Bijna and to the Pattidars and Jagirdar of Dhurwai for the personal use of the Thakurs, and a loan was made to Pahar Singh and Kumer Singh, sharers in the Bijna Jagir. An exception was made in their favor because it was not probable that they would misapply the money. The Jagirdar of Banka Pahari has taken no loan from the Agency, but has been financed by a banker at Tahraoli.

In order to assist the pauper portion of the population, I opened a Poor House at Dhurwai, at which a man was appointed to distribute the grain which had been kindly placed at my disposal by His Highness the Maharaja Holkar.

It was difficult to manage a Poor House at such a distance or to send out grain in the rains, so the Poor House was closed. The grain in hand was sent out to the

jagirs and these divided by an official from the Agency among all the poorest people. The amounts given varied from 10 to 60 seers according to the condition of the recipient and number of persons in his family. Assistance was also given to the cultivators of these jagirs from the Indian Famine Fund. When the rains had well set in, I recommended that a further loan might be given to the Jagirdar and Patidars of Dhurwa for food advances, and this has been sanctioned. In Byna there is a rich banker who will probably give all the assistance that is wanted.

### TORI FATEHPUR

39 This small jagir is almost surrounded by the Jhansi District. The Jagirdar reported that a fourteen-anna Rabi crop had been obtained and the returns now submitted show that only 1/21 of the population were employed on relief works for a period of 100 days. The average cost per head per day is said to have been something over 15 pice. The returns must be entirely wrong. I have not heard of any of the Tori subjects migrating to the works or Poor Houses in British territory, so it seems fair to conclude that the Jagirdar does not do himself justice in the returns that he submits. This jagir would have been inspected early in the hot weather, but for an oversight in the instructions sent to Mr Forbes. It is far away from other parts that have required inspection, and it has not been considered desirable to take up any Officer's time by sending him on a special mission to Tori as even if relief was insufficient it could be obtained across the border in the Jhansi District.

### JIGNI

40 This small jagir has a population of 3,877 persons. It has no irrigation and no mohwa. It was first inspected thoroughly by Mr Barnes in March, when he visited every village of the jagir. He reported that the people were in good condition, but evidently without resources, and that good care was taken of those in the Poor House. In the middle of June Captain Ewbank again inspected the jagir and reported that the people were in better condition than he had seen elsewhere. The jagir is under the management of the Rani, during the minority of the Jagirdar, and it is much to her credit that, though she is a "purdah nashin" lady, she often went to inspect the workers and see after their comfort. The returns submitted by the Jagirdars show that 23/72 per cent. of the population were employed on the relief works for a period of 100 days at an average daily cost of 4/8 pice each. The Poor House returns show that 4/1 per cent. of the population at one time or another came on the list of those receiving gratuitous relief. Only two persons died in the Poor House. As the jagir is situated on the banks of the Betwa and Dhassan, both rivers which run in deep beds, there is a great scarcity of water, except, of course, in the river bed. Consequently it has been thought advisable to spend a large proportion of the money devoted to relief works on tanks, which will be a permanent convenience to the villagers. A sarai and a hospital have been built and some roads and wells have been repaired. The wells in Jigni are usually over 100 feet deep, and it is therefore important to keep them in good repair. The Kamdar took Mr Barnes all over the jagir in search of a site for a profitable work that would also be a protection against future famine. Only one such place was found at the village of Italia. Here a bandh has been made at a cost of Rs 3,553, which is estimated to yield a yearly profit of Rs 168 in revenue. It is the intention of the Jagirdar to take this bandh under State cultivation, and by this means she hopes to make a profit not less than Rs 500 a year. The people of Jigni are not willing to take up the land on an unusually high rate, as bandhs are an innovation in Jigni and they do not understand the profit that is to be obtained from them.

I consider that great credit is due to the Rani and her Kamdar Bala Prashad for the success that has attended their efforts to relieve distress. Unfortunately the famine found the jagir heavily in debt, and this has been increased this year by Rs 18,000. The State, however, now has a working balance which it has not known for many years.

## LUGHASSI

41 Lughassi is a small jagir near the Cantonment of Nowgong having a population of 6,700. It has been a constant source of trouble since scarcity began. The Jagirdar has no respectable official who has any power to act, and he himself is a slave to drugs. Lughassi is the only portion of the Agency where nothing has at any time been done for the people, except under absolute compulsion from the Agency. The villages of the jagir have been frequently inspected, and when it was found that the people were getting into great distress, an Amin was appointed to keep the Agency informed of the condition of the people. Even with the Amin on the spot there have been many complaints, such as that wages were not paid regularly and that the inmates of the Poor House had received no food. Under the pressure applied by the Amin, works were opened at several places, and a Poor House was maintained at Lughassi. On two occasions officers had to go from the Agency to see that wages were paid, but as the jagir is so close to the Cantonment it has been found possible to check distress in spite of the Jagirdar. He has frequently asked for a loan, but I refused to recommend it as it is notorious that he has money, eventually a small loan of Rs 3,000 was made to him. A number of the cultivators of Lughassi complained to the Agency of oppression, and others complained that they could get neither food nor seed advances. It was eventually arranged to settle down some of these in Ajaigarh, as the Jagirdar of Lughassi had been frequently warned that he would lose his cultivators if he did not treat them better. The emigrants were given bullocks and road expenses from the Indian Famine Fund, and the Maharaja of Ajaigarh promised to give them good land, seed and food. This plan had several advantages—*first*, it gave the Jagirdar a very strong incentive to afford relief to his cultivators in order to keep them in the jagir, *second*, a man's readiness to leave his home and settle elsewhere was sufficient proof that he was a proper person to relieve from the Famine Fund, *third*, it was a practical illustration, which all could understand, of the advantages of having a good system of famine relief and the disadvantages of having none. The Amin had no concern with the payment of money or the keeping of returns, and the jagir has furnished no returns. However, at the close of the hot weather, I inspected the jagir and I found that though through want of management and forethought the jagir had very little to show for the money spent the condition of the people was not on the whole bad. A short time ago when trouble was again experienced in getting the paupers regularly fed, the Lady Missionaries of the American Mission at Nowgong consulted me as to how they could best spend some money that had been sent to them for distribution. I suggested that they should take over the relief of those in the Poor House at Lughassi, which they were kind enough to do. Captain Ewbank went out with them to put the system of relief on a business footing and now the Agency is relieved of further anxiety as far as this jagir is concerned.

## BERI

42 Beri is a small jagir on the banks of the Betwa, containing a population of 5,000 persons. It has only been visited by Mr Barnes in March, as it is separated from the rest of the Agency, and the Jagirdar is an intelligent young man, who appeared both willing and able to do all that was required for his people. Mr Barnes reported that he found the people in good condition. The return submitted by the Jagirdar shows that he has relieved 98½ per cent of the population for a period of 100 days at an average daily cost of 4.66 pice. Only 1.06 per cent of the population came on to the lists of those in receipt of gratuitous relief. In the matter of the last two harvests Beri seems to have been more fortunate than its neighbours. The Jagirdar has given the people a great deal of indirect aid by throwing open to them the State forest land, which produces gum as well as berries, grass and wood. The money has nearly all been spent on buildings, so that there will be no annual profit to the State. The arrangements made by the Jagirdar have met with the approval of the Agent to the Governor-General.



## ALIPURA

43 Alipura is a small jagir near Nowgong having a population of 15,000. It has suffered comparatively little. The irrigated area is about 13 per cent of the cultivable area. Several villages were fortunate enough to catch a heavy shower in the autumn, and mohwa is plentiful. Besides this the Cantonment and Railway afford means of earning a livelihood. Any acute distress in the villages of Alipura would make itself shown in the Cantonment Poor House. Very few paupers have come from Alipura and when I inspected a number of Alipura villages in the end of April, I found the people contented and looking well. A few small works of agricultural improvement have been made, but the majority of the relief works has consisted of houses and the completion of wells. The number of persons employed on the works from the beginning of October to the end of June was equal to 6.99 per cent of the population for 100 days. Owing to the large amount of masonry work done, the daily average cost per head of the persons relieved was as high as 9.7 pice.

Gratuitous relief has been granted to 7.00 per cent of the population at one time or another.

Rao Chhattarpatti Singh, C S I, has himself looked after the relief measures, and his work has received the commendation of the Agent to the Governor-General. The Alipura village named Kakanpura was burned down in the hot weather and I offered to help the people from the Indian Famine Fund, but the Rao Sahib said that he was both willing and able to repair their losses.

## GAURIHAR.

44. The population of the jagir is 10,000. It has no irrigation and a small quantity of mohwa. In February I paid an unexpected visit to the town of Gaurihar and found all the people looking well, there was work in active progress on a bandh, the few people in the Poor House were all cared for, and the Jagirdar was away inspecting a relief work at some distance from the town. The whole jagir was inspected early in April by Mr Forbes. He reported that it appeared that from one or two villages, a large proportion of the inhabitants had gone to neighbouring works in British India, but that there was then ample work for all at Gaurihar, and that he saw no distress. Again in May I visited the jagir Head-quarters late in May with Captain Ewbank. As far as we could see the Jagirdar's arrangements were good and sufficient. During the last two years of scarcity the Jagirdar has been forced to dispose of Promissory Notes of the value of Rs 28,000, and lately he has been granted a loan of Rs 25,000 by the Gwalior Darbar. It is estimated that this loan will enable him to provide all the food-grain and seed that will be required both for the Kharif and Rabi crops. The returns furnished by the Jagirdar show that Rs 3,610 were spent on relief works between January and the end of June, and that 52,292 persons were employed on the works. In other words, it is reported that 5.22 of the population has been maintained for 100 days at an average daily cost of 4.4 pice each. The whole of this money has been spent on bandhs, wells and tanks, and the Jagirdar estimates that the increased revenue will amount to 19.1 per cent on the outlay. Whether or not the figures given by the Jagirdar are correct I cannot say. I know that they are not complete, because the returns make no mention of some buildings which Mr Forbes saw under construction. I fear that the estimate of increased revenue is too high. The returns for the Poor House show that only 8.9 of the population required gratuitous relief. This is very creditable seeing that inspecting officers could find no starving persons in the jagir.

## GARRAULI

45 Garrauli is a small jagir having a population of 5,500. So scattered it is that scarcely any one village of the jagir touches another village of the jagir. Some of the villages near Nowgong have been frequently inspected, and outlying villages have nearly all been inspected at least once during the year. At all times the people have been found

in fairly good condition. The returns submitted by the Superintendent show that from the beginning of October to the end of June the number of persons on relief works amounted to 9 65 of the population for 100 days. The daily average cost per head has been 4 08 pice. Rs 4,300 has been spent on the works, 531 bighas have been partially protected against famine, and it is calculated that a return of 9 4 per cent will be derived from increased revenue, the final result of the famine measures ought to be more satisfactory even than this, as the expenditure includes Rs 1,000 spent on a canal and garden, from which no profit has been shown owing to the works not being completed. It also includes Rs 200 spent on a cotton-weaving establishment, while nothing has been credited for the value of the cloth which is certainly not less than Rs 150. During the nine months 6 54 of the population came on the lists of those receiving gratuitous relief.

In some of the villages of the jagir there is a large irrigated area and others are close to the Cantonments, but for this it would probably have been necessary to find employment for a large proportion of the population. The jagir has been in debt for many years, and this year the debt had to be increased by Rs 14,500 to enable it to provide relief in the form of works, Poor Houses and agricultural loans.

#### NAYAGAON REBAI

46 Nayagaon Rebai is a small jagir with a population of only some 3,500. Part of it is close to Nowgong and part is surrounded by the Hamirpur District. The Jagirdar-in has reported from time to time that all distress was being relieved. Scarcely any of her subjects have come to the Nowgong Poor House, and I have not heard of any coming to the relief works in Hamirpur. The villages that I have seen have been well looked after. The Jagirdar-in has been lent Rs 4,000 and an application for a further loan of Rs 2,000 has been received. The money is required for Taqavi advances.

#### BILHERI

47 The Muafidar of Bilheri holds a few villages round the Cantonment of Nowgong, has maintained 4 77 per cent of the population for a period of 100 days, and he has granted gratuitous relief to 3 per cent. He has been granted a loan to assist him. It will be recovered by withholding payments due to him from Government.

The American Mission has lately given the Muafidar much help by taking over the care of his paupers.

#### ALAMPUR

48 The Alampur Pergunnah is an outlying district of the Indore State, containing 27 villages.

The administration of famine measures in this pergunnah cannot be considered creditable to the Government of His Highness the Maharaja Holkar. It was first inspected early in December 1896 and the Darbar was advised, through the Agent to the Governor-General, that it would be necessary to open a Poor House and works on a liberal scale early in January. On the 18th January I had to telegraph to Indore that the Amin refused to buy any tools or baskets without the sanction of the Darbar. In the latter part of February the pergunnah was inspected by Mr Forbes, he reported such a bad state of affairs that I telegraphed suggesting that a responsible and capable official should be sent to arrange for the wants of the people, that a Poor House should be opened, and that a relief work should be started at Alampur, at the same time I sent Rs 200 from a charitable fund to help the people until the Darbar could take more effective action. Mr Forbes paid a second visit to the pergunnah on the 18th March and found no improvement. While there was no Poor House the Amin admitted that there were in the pergunnah 350 persons who had no means of subsistence and 700 persons who managed to eke out a precarious existence by begging. The pergunnah was once more inspected by Captain Ewbank at the close of June. He reported that the condition of the people was very bad indeed, that he was surrounded by a starving

crowd, that such Taqavi advances as had been given had mostly been eaten up, and that there was still no Poor House. A certain number of persons are reported to receive relief in their villages through the Zemindars, but the relief is issued to the paupers weekly and to the Zemindars monthly, when the Zemindars are themselves in want this seems a risky proceeding. The greatest objection to this plan is that no one can receive relief until he is on the list, and it may take some time to get his name put on the register, besides which there is no central place well known to all where the starving can obtain food. Captain Ewbank also found that a number of relief works had been closed, and that the people were in want of work owing to the long break that occurred between the first two falls of rain.

Bijay Singh is still the Amin in charge of the pergunnah in spite of the unfavorable reports that have been submitted on him and on his work. The detailed figures for the pergunnah show that the statements of the Amin are not to be reconciled. For instance, it is said that 562 persons were admitted into the Poor House (which does not exist) in May, that 210 were admitted in June, that 4 died, and that none were taken off the register, and that, including 24 who were in the Poor House in October, the number remaining on the 30th June was 792. The weekly return of paupers furnished for the week ending the 8th June only shows that there were 342 persons in receipt of gratuitous relief. I advised the Darbar to repair a number of old embankments as relief works, and I asked the Amin to report how much land would be inundated and what the increased revenue would be by reason of the repairs. He has replied that there will be no increased revenue because the embankments already existed. Money spent on repairing a broken embankment ought to prove most profitable, unless, of course, the cultivators have in the past been made to pay for dry land the rate that is ordinarily taken for inundated land.

During the tour of inspection Captain Ewbank gave to the people of Alampur 145 bullocks at a cost of Rs 2,305, and he also gave Rs 1,453 in money doles. The whole sum of Rs 3,758 was given from the Indian Charitable Relief Fund.

### GENERAL REMARKS

49 The figures given in the notices of the various States are for the period from the beginning of October to the end of June. This date was fixed as the time at which the rains might reasonably be expected to begin, and as the latest date up to which it was likely that the returns would be submitted in time for me to report on them before leaving the Agency. It is impossible to vouch for their accuracy, and it must be admitted that they do not in all cases agree with returns formerly submitted. I do not believe that any of the States have deliberately sent in returns unduly favorable to themselves, on the contrary, I have noticed the omission of some works from the returns which I have seen in progress. I think therefore that the figures given, though they may be too low, are not likely to be too high.

50 The Bundelkhand Agency lies in the tract of country which is perhaps the most liable to famine in the whole of India, and my experience last year convinced me that the severity of future famines might be much reduced if means for irrigation were increased, and especially if more earth embankments, for holding up water until October, were made. At the very beginning of the famine, therefore, I exerted my influence to the utmost to induce all the Chiefs to give relief in the form of protective works. Their own experiences last year lent much force to my advice, and I think the returns published at Appendix III to this report, shows that expenditure on protective works has been the rule and not the exception. With the exception of perhaps Datia, where a large amount of money was provided for gardens and the small jagir of Beri, I do not think that any money in the Agency has been wasted. It has all been either expended on useful roads or on buildings that were required, or else on protective works. Before relief works were started, I reported that enquiries made

during the whole of a winter tour led me to believe that money spent on "bandhs" ought to yield a return of about eighteen half per cent on the money invested. I therefore tried to get as many bandhs as possible made and to get as many old tanks as possible repaired. The return already alluded to, shows that excluding Panna and Datia, from which detailed returns have not been received, the whole expenditure on relief works in the Agency has amounted to Rs 5,83,766, that 52,027 bighas of land have been protected against famine and that the annual estimated profit from these works will pay 10 2 per cent on the whole expenditure, including that on non-protective works, and on protective works which show no return, such as repairs to existing tanks. During the period under report 7 73 per cent of the population of the States from which complete returns have been received were on relief works for 100 days and the average daily cost per head was 5 47 pice. The advantages accruing to the possessor of a bandh are that he gets a better return per bigha, that he does not require to put as much labor into it as he would into ordinary land, that his manure cannot be washed away, that he is comparatively independent of the winter rains, that he loses very little if the monsoon stops as early as August, and that on a large portion of the land he can get rice as an autumn crop and wheat or barley as a spring crop.

51 The Poor House return (Appendix IV) shows that 27,955 persons at one time or another during the nine months came on to the lists of those in receipt of gratuitous relief which amounts to 3 16 per cent of the population of the States for which returns have been received.

They were disposed of as noted below —

Died	1 411
Restored to strength	18,803
Left of their own accord	3,120
Remaining in the Poor Houses	4,621
	<hr/>
Total	27,955
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The percentage of the population in receipt of gratuitous relief appears high compared to the percentage on relief works, because the latter are reduced to terms of 100 days, but the form of return for those in receipt of gratuitous relief does not allow of this. The figures show the number of new admissions, whether the person admitted remained in receipt of gratuitous relief for nine months or for one day.

52 If any measure of success has been obtained in combating the famine in Bundelkhand, it is due to the excellent financial arrangement suggested by Colonel Barr and accepted by the Government of India and His Highness the Maharaja Scindia, and to the great assistance given by the Government of India by the appointment of Captain Ewbank, and Messrs Forbes and Barnes, and later on, Assistant Surgeon McCarthy. Without the money the States would have been helpless, and without the assistance of the officers named it would have been impossible for the Agency to advise the Darbars. Captain Ewbank has been in Camp with scarcely a break from the beginning of April to the beginning of July, and he again went out in the latter half of July. He has earned the gratitude of many of the States for the professional assistance that he has given them, and many of the largest works would have been less profitable than they are but for his advice. Throughout the hottest weather he was ready to stay out the whole day surveying, and no trouble was too great for him to take to ensure that relief reached the people. Mr Barnes was also out in tents all through the heat of the summer and only returned to Nowgong on the 17th June, shortly after which he was transferred to Indore. Both he and Mr Forbes, who was out in Camp till the middle of May, when he went to Indore, have given me most ready and acceptable assistance. My thanks are due to all three of these officers through whose efforts relief measures

have in nearly every part of the Agency been kept equal to the circumstances of the various localities. I also acknowledge the services of Assistant Surgeon McCarthy who since May has been visiting Poor Houses and suggesting alterations and improvements. I ought not to omit the subordinates of the Agency who have, one and all, worked hard and well throughout a trying time.

53 With one or two exceptions the Chiefs have done their very best to meet the emergency, and several of them have acknowledged the efforts which have been made by Government and its officers on their behalf. All the Chiefs have been ready to assist me in any way in their power, such as by assisting officers to get over the long distances from one part of the Agency to another, and by allowing me to draw in the various tehsils, money for distribution from the Indian Famine Fund, in return for cheques on the Nowgong Treasury.

54. With the exception of Pannr, Lughassi and Alampur of Indore, I do not think that the famine will have any great effect on the future prosperity of the country. My own observations over a fairly large tract of country, and the reports received, lead me to believe that the Kharif crop now in the ground covers an unusually large area, the people have their agricultural cattle and implements, and the bandhs and tanks ought to make an appreciable increase in the outturn of future Rabi crops.

55 A tracing of the Agency is attached (Appendix XII) showing the tours of inspecting officers in different colors for each month, the places where Poor Houses have been established, and the money spent on relief works. Those States are, of course, blank from which no returns have been received. Weekly returns have been received, with more or less regularity, from all States, but the figures dealt with in this report are the figures of actual expenditure, and it is these returns which have not been received from some of the States.

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## Part V

### ADMINISTRATION OF THE INDIAN FAMINE RELIEF FUND AND OTHER PRIVATE CHARITY

56 Nowgong being a large Cantonment in the middle of a particularly distressed tract, and also the Head-quarters of the Agency, naturally attracted a large number of destitute persons at the early part of the famine when famine measures were being organised, and even later on. The first way in which private charity showed itself was in the opening of a Poor House at Nowgong. His Highness the Maharaja of Tikamgarh sent me Rs 500 in aid of the Poor House from his private purse, and His Highness the Raja of Samthar sent me Rs 400, with these two exceptions the Poor House has been opened and maintained from subscriptions raised in the Nowgong Cantonment and Civil Lines. Paupers who are residents of the Cantonment or Agency limits are fed there for as long as may be required, but paupers who come from the surrounding States or British districts, are only given a temporary lodging. Arrangements were made by which a representative from each State, and from the Hamirpur District, comes once a week and removes such paupers as are fit to travel. The total amount of money subscribed to the Poor House up to the end of June 1897 was Rs 3,260 and the total number of admissions up to 18th August was 4,076. The details of these admissions showing the States or districts to which the paupers belonged, is given at Appendix V. The States of Orchha, Charkhari, Chhatarpur, and Garrauli, assisted in building the Poor House by giving materials free of cost, and later on His Highness the Maharaja of Charkhari was kind enough to place a new Poor House at my disposal owing to the one originally built being carried away by the flood, which occurred on the 19th June. All the paupers were, though with some difficulty, removed before the house fell. On that occasion over 22 inches of rain fell in about twenty-five hours and the bridge near the Poor House, which has stood for some thirty years, was washed away.

57 At the very beginning of the famine a sum of Rs 6,684 was sent to me for disposal as I thought best, the matter is really not in any way an official one, and I only mention it in order to show the good that can be done with money which is at the absolute disposal of the officer responsible for relief measures. This money was used for the purpose of giving money doles to those in distress before any of the Official Charitable Funds were available, but it has mostly been used in cases of emergency where relief ought to be granted from public funds or might be granted from the Indian Famine Relief Fund if money could be drawn without delay. For example, if a State omits to send regularly a small pension to a pension-holder, he is reduced to great distress, but he is not a proper object for charity, nor would he accept it, though he is much relieved and most grateful if his pension is paid to him and recovered when received from the State. There were a number of respectable poor in Nowgong in need of help, but there were no funds from which to help them, I was able to pay them cash and recover the amount from the Indian Charitable Relief Fund from which no allotment had then been received. Similarly there was some delay in getting sanction to an additional loan for Jigni, and relief measures could only be maintained by a loan from the money at my disposal. When the time for Taqavi advances had come, the Jagirdar of Nayagaon Rebai asked for a loan. I felt certain that it would be granted, but I had no authority to take money from the Government Treasury, I therefore gave it from the private fund and recovered it when orders were received. In case of another famine it would much strengthen the hands of the Political Agent if the Government would place at his disposal Rs 6,000 from which he was permitted to make advances pending orders.

A great deal of suffering can be saved the people by giving small advances to banias to carry on their trade. I found, for example, at Duni, 12 miles from Nowgong, that those wishing to purchase grain had to go to the Cantonment as the local grain-dealer had no capital, a loan of Rs 100 has enabled him to set up a shop and save weary cultivators a walk of 24 miles.

58 From the Indian Charitable Relief Fund this Agency has received in all Rs 1,19,500 on the dates given below —

	Rs
11th March 1897	500
6th April 1897	20,000
6th May 1897	6,000
4th June 1897	92,000
28th June 1897	1,000
	<hr/>
Total	1,19,500
	<hr/>

While following the principles laid down for the distribution of this Fund it has been necessary to somewhat modify them in order to make them suit the circumstances of a collection of Native States. It is a common saying in Native States that in British India the paupers and laborers receive more help and attention than the cultivators in proportion to the merits of the two classes, and as the converse of this applies in Native States I have felt justified in spending more of the Fund on laborers and paupers than would be considered right in British India. Experience gained last year showed that distress must have been greatest during the rainy months when works are closed and inspection is difficult, and my first estimate of the allotment that I thought would be required, was based on a proposal to give Rs 2 to each man who could show that he had been on a relief work for a month. I did not then feel sure that it would be necessary or possible to help the cultivators. As time went on it appeared that there was no need to give such generous assistance to all laborers, that much might be done in clothing people, and that a number of persons might with advantage be given bullocks

My object has been throughout to allow the money to pass through as few hands as possible, and under the system followed in Bundelkhand speculation has, I believe, been reduced to a vanishing point Rs 300 a month is distributed to the respectable poor of the Baoni State through the Superintendent, on lists approved by me, and similarly in the Nowgong Cantonment the respectable poor are given their doles through a Committee of Native Gentlemen On receiving a report that there was great distress in an outlying pergunnah of the Bijawar State, and that there was some reason to fear there would be delay in sending money from Bijawar, I sent Rs 3,000 to Lalla Sheo Nath, the Agency Official in charge of Relief Measures, with instructions to distribute it to the most deserving With these exceptions the whole of the Fund has been distributed either by myself or by the Commissioned Officers who have been deputed on famine duty No attempt has been made to take charge of orphans as the distances are great, and it is difficult to foresee how long the Fund might be called upon to keep them Very little too has been done for the respectable poor as they are hard to find out without giving more time to one place than can be spared, and it is difficult to satisfactorily ascertain that relations of State officials and Jagirdars are not put forward as respectable poor

The respectable poor have been helped in Baoni and Nowgong, the two places where reliable information could be obtained

The bulk of the money has been spent in giving money doles to those whose appearance shows that they have suffered from privation, in giving small sums, generally varying from two to six rupees according to the size of the family, to laborers to help them during the period that must elapse between the closing of relief works and the springing up of an active demand for agricultural laborers, and in setting up cultivators with bullocks, and artizans with their necessary implements of trade The money doles have of course been given on the spot, as have the gifts made to artizans in some cases the cultivators have been given money for bullocks, and in other cases they have been given cheques on a local banker, to be cashed at the break of the rains, the laborers who have been given money to help them on the close of the works, have all been paid by cheques The system followed has been to make a nominal roll of all persons receiving cheques showing the amount of the cheque The cheque is then made over to him and he is told the date on which, and the banker from whom, he will receive the money The money is sent to the banker shortly before the date fixed for distribution with a copy of the nominal roll, and he is required to send to the Agency an account of the money with the original cheques, which were given to the intended recipients, as vouchers The cheques serve the double object of ensuring that the money is not spent until the rains begin, and that the money reaches the persons for whom it is intended The objection to the scheme is that it takes up much time The Central Committee has laid down that no gifts for bullocks should be made to cultivators who have any credit, but in Native States it is difficult to find out, in the time available, who has credit and who has not Various systems have been followed in various parts of the Agency In Baoni, with the help of the Superintendent, Captain Ewbank was able to find out the most suitable objects for relief, and these were given money in the south of Panna Mr Barnes had no difficulty in finding cultivators who were clearly in very bad circumstances in the small jagirs of Dhurwai, Banka Pahari, and Bijna, the cultivators were selected after inquiry had been made in the villages by an Agency official in communication with the jagir officials, the selected persons being brought to Mau where they were paid in cash by me a somewhat similar system was followed in the jagir of Garrauli in Alampur the distressed condition of the cultivators was self-evident in Char-khari I had a list made out of all the bullocks required in the Chandla Pergunnah, and from these I selected those persons who seemed most deserving of help, I made a point of selecting those who had lost their bullocks through death or accident in preference to those who had sold their bullocks to avoid the unpleasant necessity of going to relief works At the same time I came to an agreement with His Highness the Maharaja that

if I gave a certain number of bullocks he would give all the others noted in the list as required, irrespective of the security that the cultivators could give. In the matter of selecting persons for gifts of this nature the interests of the State officials, and of those entrusted with the distribution of the Fund, are identical. The State of course wishes as much land as possible cultivated, and it has to give bullocks to those who do not receive them from the Fund. It is to its interest, therefore, to get bullocks for the poorest from the Fund so that there may remain to receive State advances those from whom there is the best chance of recovering them. The total number of persons relieved and the form of relief given is noted below. The figures are correct up to 31st July on which date Rs 11,177-0-9 remained in hand. The money can usefully be expended in blankets and in seed for the Rabi crop, if it is not required to meet more urgent calls.

Persons clothed	6,684
„ given money doles	7,894
Orphans relieved	150
Respectable poor (for one month)	1,675
Artisans given money to start their trade	230
Cultivators assisted	4,049
Persons given money at the close of works	17,886
Persons who received medical aid	212
Total	<u>38,780</u>

59 The Ladies of the American Mission at Nowgong have done much good work by providing for a large number of orphans. At one time they introduced the custom of free distribution of grain, but as soon as it was explained to them that charity distributed in this way did no practical good they put a stop to it. They were invited to come out and see how charity was distributed by the officers of the Agency, and after this they were good enough to accept several suggestions as to how they could best dispose of the money sent to them. They have entirely taken over the support of paupers in the Lughassi Jagir and in the large village of Bilehri, they have promised Rs 500 worth of seed-grain to selected cultivators of Jigni, and they have made over 1,000 blankets to Captain Ewbank for distribution in outlying districts. They have also offered help in any way they can. I take this opportunity of acknowledging their help and of expressing my thanks for the same.

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## Part VI

### PRECAUTIONARY MEASURES TO BE TAKEN BEFORE THE NEXT FAMINE

60 I have already noted that the experience of the past shows that the States cannot unaided draw up any intelligent scheme of famine relief works. In many cases the selection of work has been left to the unfettered choice of local officials drawing thirty and forty rupees a month. It is impossible to say how soon the next famine may come, and it is therefore most important that a scheme of works should be drawn up at once. An incidental advantage of taking up the work at once is that the States will not have time to forget the difficulties in which they have found themselves for want of definite plans. The only possible means by which to obtain a satisfactory scheme is by the appointment of an Engineer for at least a year, with a suitable subordinate establishment, to draw up a scheme for each State. I suggest that in each pergunnah one or more



large works and a number of smaller works should be selected, sufficient to employ 25 per cent of the population for three months. There is a double advantage to be gained by this. There would be selected works for famines of varying severity, and there would always be available surveyed works which the State or Zemindars could take up, without the spur of famine, with the certain knowledge that the work would pay a good return. On the principle that prevention is better than cure, I think that no effort should be spared to induce the States and the people to make "bandhs". These, as I have already stated, if at all well selected, yield a good return in ordinary years, and they perfectly protect the area they command from anything short of an absolute failure of the rains. It has been separately reported that some of the Chiefs of the Agency have subscribed to start a Bundelkhand Famine Insurance Fund in commemoration of the Diamond Jubilee of Her Majesty the Queen-Empress. The money subscribed will be available for loans for all works that will directly tend to protect the Agency against famine and the loans will be made free of interest or on such interest as may be decided later on. The Managing Committee will probably get as much interest as they can, while they will not allow the Fund to be idle because they cannot lend it at good interest. With a scheme of works drawn up by a competent Engineer and the power to lend money at any interest that is obtainable, or even free of interest, the Committee of the Fund ought to be able to do a great deal towards protecting the Agency against famine.

No detailed drawings would be required for the works, but merely the roughest outline with notes of the levels. I feel sure that the only thing required to ensure the success of this scheme is the selection of a suitable Engineer. He would have to be a man with a capacity for getting on with natives, and one who is somewhat of an enthusiast, in order that his enthusiasm might act as a leaven upon the apathy of the ordinary State official, when dealing with any danger that does not immediately threaten.

Hitherto I have only referred to bandhs, because these provide the maximum of earthwork with the minimum of expense, but they are by no means the only works that might be profitably taken up. Bundelkhand abounds with lakes and tanks, very few of which are fully utilised. In many instances all that is required to convert these into most valuable protective works is a little engineering skill and an expenditure which would give a splendid return.

Without a carefully thought-out scheme of works it is not possible for the States to start relief measures as soon as they are required, or to stop that emigration into British India which always takes place more or less at the beginning of a famine. It has been laid down that it is the duty of the Political Agent to advise the States as to the need for relief measures and as to the means of carrying them out. His position is by no means an easy one in any case, and it would be impossible for him to press his advice on the States if he had no scheme ready drawn up, and if, as might very likely be the case, he were a stranger to the Agency. If the Government would lend the services of an Engineer for a year it would have less reason to apprehend any influx of emigrants from Native States in the next famine, and the Managing Committee of the Famine Insurance Fund would be able to make the best use of the money at their disposal.

61 Great difficulty has been experienced in obtaining from the States early and intelligible reports and the Chiefs themselves work a great deal in the dark. I suggest that a report in the form (Appendix VI) attached to this report, should be prepared at leisure and used as the foundation of all future famine reports. It could easily be prepared, and it would contain all the information that is required to enable the Political Officer to form some approximately correct idea of the varying needs of the different circles.

## Part VII

## MFASUR'S RECOMMENDED AS SOON AS FAMINE IS A REAL DANGER

62 As soon as famine is considered an immediate danger, the report above suggested should be followed by a report on each circle in form given at Appendix VII. To make this possible the forms will have to be issued to the States, and it will require some insistence on the part of the Agency to get them completed. After the initial report had been submitted the State could, of course, submit periodical reports on such points as called for notice, such as decisions as to remissions or suspensions of revenue, facilities for grazing cattle, assistance given to "purdah nashin" women, artisans, &c.

63 One of the most noticeable things is the inability of the Darbar to keep themselves informed of the progress of works in the pergunnahs. With a view to making it, it is easy as possible for the Chiefs to review the works of their officials, and to understand where more works, or more money, is likely to be required, I have drawn out a few forms which ought to be kept in every State. All that is really required from each work is the information contained in the form attached (Appendix VIII). It requires no skill or training to fill in this form, but if it is submitted regularly, the Darbars ought to be able to keep thorough control over their works and expenditure.

On receipt of these forms the information should be transferred in the Darbar Office to the form at Appendix IX. The information found in the form at Appendix IX should be weekly transferred to the form at Appendix X. With these three forms, each of which is extremely simple, the Chief of each State would be able to see at a glance, whether the wages were proper on each work with reference to the price of grain, any fluctuation in the number of laborers, the works to which cash ought to be sent for the payment of wages, and the works which were approaching completion. It is possible, and indeed probable, that some of the Chiefs would not examine these statements very critically, but if they were kept up to date the Political Agent would be in a position to offer definite advice on seeing them. At present the Political Agent has to be content with generalities and masses of papers which are sometimes quite unintelligible.

Each State should submit to the Agency a weekly return in the form given at Appendix XI.

Experience has shown that a consolidated return for each State does not supply the Political Agent with all the information that he requires, as the circumstances of the different pergunnahs vary so much. For instance, if a State shows that it is giving relief to 10,000 workers the Political Agent may see no reason to suppose that all are not employed who wish to work, but it may happen that in one pergunnah the works have been closed. In the matter of wages too, it is desirable that in some States each pergunnah should be considered separately. A scale of wages that suits prices at the Capital of the State may be too low for one pergunnah and too high for another. This is a matter that requires special attention.

64 In addition to the information contained in these forms, I think the Political Agent should try to collect other information on points that tend to show whether the relief measures in the various States are efficient or not. For instance, he should try to obtain information as to emigration, and the best way of doing this would be to post three or four parties on the main routes to report the number and origin of the persons leaving the Agency. Emigration appears to be to the north and south and not to the east and west. To the north of the Agency the country is open, and I do not know of any route that should demand special attention to the south, however, the Agency is bounded by a range of hills, and it would be easy to obtain information

regarding emigration, if recording officers were posted at the routes passing from Shahna-gur of Panna to Muirwara, at Gysabad on the Ken River between Panna and Damoh, at Deora in the Chhatarpur State, and at Hirapur on the borders of the Saugor District. Any considerable emigration from Datia, Alampur and Samthar would probably be best checked on the road that runs south from Cawnpore through Jhansi.

The sale of cattle, as showing how far the cultivators are suffering, could be checked by sending a subordinate to some of the best known cattle marts, such as Mau-Ranipur, Mahoba, Banda, and Kurtal. Information on this head would be valuable as showing whether it was desirable to make more liberal suspensions of revenue.

65 It may be accepted as an axiom that every State will assure the Political Agent that the measures being taken by it from time to time are good and sufficient. Experience shows that they are not always so, and it is therefore most important that the Political Agent should be put in a position to obtain independent evidence as to the state of the country.

I think that as soon as test works are considered necessary in any of the adjoining districts, the Political Agent should either have placed at his disposal sufficient reliable Native Government servants to watch at least some of the roads alluded to above as being the lines followed by emigrants, or the work might be done through the District Officers of the districts into which emigration is feared. I think that it would be better for the officers on this duty to be under the orders of the Agency, as they would then be able to make excursions into the States and submit reports to the Agency on the condition of the people. At the same time it is important that there should be no delay. At least two British Officers should be placed under the orders of the Political Agent for the purpose of village inspection. Regarding States like Baoni and Sirila, which are islands in British territory, the Political Agent could get all necessary information through the District Officers.

As soon as it has been decided that relief measures on a large scale are generally needed all over the Agency, it would probably be desirable to give the Political Agent at least four British Officers to assist him in inspection work.

66 It may be assumed that when the next famine comes it will find some of the States in debt and others unable to find the funds for relief works. The most important point of all, therefore, is that the Political Agent should be able to arrange loans for such States on easy terms and without delay. If a famine in Bundelkhand is to be successfully managed, it is essential that the Political Agent should be able to get loans for the States without going through any lengthy formalities.

The plan followed this year has worked most admirably, and might well be followed in future. In dealing with a practical difficulty like famine when delay means ruin to hundreds, it is futile to say that the States should submit applications for loans in time for their requests to receive consideration. They should do so of course, but they do not and the fact must be admitted.

I have the honor to be,

SIR,

Your most obedient servant,

J RAMSAY,

*Political Agent in Bundelkhand*

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## APPENDIX I

EXPORTS						
			Tons			Mds
Exports from Sutna in 1889			610	Exports from Stations on Indian Midland Railway between Ken and Betwa in 1889		
Ditto	1890		94			2,603
Ditto	1891		2,741	Ditto	1890	7,147
Ditto	1892		6,058	Ditto	1891	14,597
				Ditto	1892	9,006
Total			9,503	Total		33,353
						= 1,191 Tons

TOTAL EXPORT IN TONS—10,694

IMPORTS					
Imports from Sutna in 1889		994	Imports from Stations on Indian Midland Railway between Ken and Betwa in 1889		
Ditto	1890	2,389			34,889
Ditto	1891	1,839	Ditto	1890	20,217
Ditto	1892	300	Ditto	1891	10,853
			Ditto	1892	11,760
Total		5,522	Total		77,719
					= 2,775 Tons

TOTAL IMPORT IN TONS—8,297

EXPORTS EXCEED BY 2,397 TONS

EXPORTS					
Exports from Sutna in 1893		1,305	Exports from Stations on Indian Midland Railway between Ken and Betwa in 1893		3,534
Ditto	1894	691	Ditto	1894	8,697
Ditto	1895	1,124	Ditto	1895	7,510
Ditto	1896	1,940	Ditto	1896	10,806
Total		5,060	Total		30,547
					= 1,091 Tons

TOTAL EXPORTS IN TONS—6,151

IMPORTS					
Imports from Sutna in 1893		1,431	Imports from Stations on Indian Midland Railway between Ken and Betwa in 1893		
Ditto	1894	15,593			46
Ditto	1895	17,965	Ditto	1894	5,29,450
Ditto	1896	26,086	Ditto	1895	6,17,247
			Ditto	1896	6,59,711
Total		61,075	Total		18,52,619
					= 66,165 Tons

TOTAL IMPORT IN TONS—127,240

IMPORTS EXCEED BY 121,090 TONS

J RAMSAY,

*Political Agent in Bundelkhand*

# APPENDIX II

## Details of Loans from the Gwalior Darbar

No	STATE	Date of payment.	Amount.	Total	Amount of yearly instalment	Date on which loan will be cleared up	REMARKS
1	Ajagarh	3rd February 1897 9th March 1897 7th June 1897 23rd July 1897	Rs a p 70,000 0 0 50,000 0 0 30,000 0 0 52,000 0 0	Rs a p 2,02,000 0 0	Rs 25,000 for the first three years and after that Rs 26,000 yearly	May 1907	
2	Bjavar	3rd February 1897 5th May 1897 4th June 1897	70,000 0 0 10,000 0 0 20,000 0 0	1,00,000 0 0			No instalments have yet been fixed The new Dewan is taking up the matter
3	Baoni	3rd February 1897 17th May 1897 24th June 1897 7th July 1897	50,000 0 0 35,000 0 0 21,000 0 0 15,000 0 0		Rs 6,000 for the first year (1898) and Rs 12,000 annually	May 1913	At the same time the State will pay instalments on a loan taken from Government
4	Dhurwai	20th April 1897 6th August 1897	1,400 0 0 1,600 0 0				Rs 400 a year is to be paid on the loan of Rs 1,400, the instalments of the second loan have not yet been fixed
5	Byna	11th May 1897	700 0 0	700 0 0	Rs 300	May 1900	

6	Dewan Pabhar Singh and Kumer Singh, Patidars of Bijn	30th March 1897	1,000 0 0	1,000 0 0	Rs 200	May 1903
7	Banka Pabhar	3rd February 1897	100 0 0	100 0 0	Rs 104-15-3	May 1898
8	Jigna	21st April 1897 25th June 1897	7,000 0 0 13,500 0 0	20,500 0 0	Rs 2,000	May 1911
9	Lughassi	28th May 1897 11th June 1897 6th July 1897	1,000 0 0 1,100 0 0 900 0 0	3,000 0 0	Rs 600	May 1903
10	Garrulli	3rd February 1897 17th March 1897	5,000 0 0 9,500 0 0	14,500 0 0	Rs 1,875	May 1907
11	Gaurihar	1st June 1897	25,000 0 0	25,000 0 0	Rs 2,000 in 1898 and Rs 3,000 yearly thereafter	May 1908
12	Mugwan Rebi	3rd February 1897 7th July 1897	3,000 0 0 1,000 0 0	4,000 0 0	Rs 800	May 1903
			TOTAL	49,1800 0 0		

Nowroong

J RAMSAY,

*Political Agent, Bundelkhand**Dated the 19th August 1897*



## DIX III

## WORKS

Khand Agency

AMOUNT SPENT ON WORK								Area Irrigat- ed	Annual pro- fit
December	January	February	March	April	May	June	Total		
Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Bighas	Rs a p
5 68 1 0 0	28,332 0 0	39,510 0 0	45,738 0 0	26,728 0 0	18,167 0 0	11,619 0 0	1,86,520 0 0	9,893	16,427 4 0
not received									
1,523 12 6	1,453 0 6	2,416 6 0	2,895 7 0	4,436 14 0	5,163 6 0	7,303 7 6	25,716 1 6	12,500	3,400 0 0
not received									
1,772 3 3	4,565 9 3	9,164 2 6	9,819 3 9	17,487 2 0	39,734 6 9	26,740 4 9	1,11,109 9 3	7,090 <sup>1</sup>	8,279 12 6
3,739 10 3	20,118 2 3	31,664 0 3	17,962 3 9	7,387 11 0	13,384 8 6	9,157 2 6	1,03,790 8 0	15,351 <sup>2</sup>	20,868 0 0
received									
1,847 5 6	8,992 13 11	10,058 3 7	5,869 14 1	5,685 4 4	11,524 14 11	16,093 15 1	60,419 15 2	3,912 <sup>4</sup>	6,554 1 6
536 13 3	1,343 5 3	2,539 4 0	1,828 5 6	7,032 14 9	7,650 5 0	20,346 9 3	41,513 13 1	1,916	2,266 0 3
126 15 6	382 2 3	645 1 6	915 1 6	1,033 2 3	1,244 1 0	1,258 3 3	5,805 4 3		
received									
received									
310 0 0	116 8 0	128 12 6	167 5 6	331 7 0	539 11 3	564 4 3	2,776 9 9	117	420 8 0
			19 7 0	69 11 0	67 13 0		156 15 0		
	37 8 9	289 2 6	611 3 0	1,236 14 3	2,318 12 6	2,272 5 9	6,872 13 3	92	180 0 0
received									
382 7 9	373 9 9	443 3 3	227 6 3	443 9 0	357 14 3	569 11 0	3,568 13 3		
2,125 2 3	844 0 9	760 2 6	742 13 6	1,403 13 9	3,225 7 0	2,772 12 3	16,065 5 0	134	111 15 0
be given							3,610 7 6	384	691 14 0
35 12 3	80 8 0	431 6 6	393 8 0	275 8 0	1,236 1 0	1,767 12 6	4,300 10 0	531	390 0 0
	95 10 0	253 2 0	192 3 3	70 2 6	174 0 9	170 8 3	955 10 9		
		931 7 0	933 13 0	625 14 6	2,639 4 9	2,708 7 0	7,838 14 3		
360 0 0	491 0 0	384 0 0	180 0 0	472 0 0	353 0 0	152 0 0	2,745 0 0	107	78 4 0
							5,83,766 6 0	52,027 <sup>4</sup>	59,687 11 3

J RAMSAY,  
Political Agent, Bundelkhand



# APPENDIX IV

## Poor Houses

No	STATES	Number on 1st October	NUMBER ADMITTED										NUMBER				REMARKS
			October	November	December	January	February	March	April	May	June	Total	Died	Restored to strength	Run away	Total	
1	Orchha	311	354	440	533	669	886	581	417	220	114	4,525	247	2,852	496	3,595	930
2	Datta							Complete returns not received									
3	Samthar			23	103	83	434	1,046	745	668	900	4,002	54	3,281	460	3,795	207
4	Panna							Complete returns not received									
5	Charkhari	227	49	155	138	274	1,438	553	319	695	90	3,938	149	2,077	777	3,003	935
6	Ajaguth	370	412	482	980	988	835	401	569	699	688	6,424	362	5,466	55	5,883	541
7	Bjawan							No returns received									
8	Chhatarpur	365	439	285	877	988	1,032	575	554	457	409	5,981	525	3,739	1,123	5,387	594
9	Broni	41	22	45	48	4	63	61	6	8	4	302	24	95	91	210	92
10	Surla	23						No returns received				23	3	10		13	10
11	Dhurwa							No returns received									
12	Bjwa							No returns received									
13	Tori Fatehpur							72	25		39	136	7	25	3	35	101
14	Banka Pahari					13						13					13
15	Jigni		10	25	14	30	25	37	10		8	159	2	79	18	99	60



# APPENDIX V

## Nowgong Poor House

State or District to which the paupers belonged		Number of paupers admitted up to 11th August 1897
1 Chhatarpur	789	
2 Bijwar	307	
3 Charkhari	376	
4 Bilehri	130	
5 Alipura	78	
6 Garrauli	50	
7 Orchhari	171	
8 Lughassi	169	
9 Nayagaon Rebari	57	
10 Panna	31	
11 Bihat	9	
12 Hamirpur	1515	
13 Jhansi	221	
14 Saugor and Damoh	12	
15 Banda	23	
16 Various Districts	61	
17 Nowgong Cantonment	74	
Total		4,076

Total admissions

4,076

Total persons transferred to the States and Districts

2,529

Total number died and now

1,456

3,965

Remaining on the 12th August

111

J RAMSAY,  
Principal Agent, Bundelkhand

## APPENDIX VI

State \_\_\_\_\_

For the purposes of Famine Relief the State is divided into the following circles —

Pergunnah	Head quarters of circle	Names of villages	Population	
		1		
		2		
		3		
		4		
		Up to any number not exceeding 50		
		Total population		

Ordinary cultivated area, Mar soil

Do do Pandwa soil

Do do Rankar soil

Total cultivated area \_\_\_\_\_

Area commanded by wells

„ irrigated by tanks

„ commanded by bhandhs \_\_\_\_\_

Total of protected area

Mohwa trees are plentiful in villages numbers

Number of works in approved scheme	Estimated cost	Number of units they will employ for three months	

A similar report should be prepared for each circle

J RAMSAY,

*Political Agent, Bundelkhand*

## APPENDIX VII

State \_\_\_\_\_

Pergunnah \_\_\_\_\_

Number and name of Circle \_\_\_\_\_

Officer in charge \_\_\_\_\_

It has been decided to at once open the following works —

Nature of work	Place	Estimated cost	Number it will employ for three months	
	Total			

If it should prove necessary the following works will be taken up in such order as may seem desirable —

Nature of work	Place	Estimated cost	Number it will employ for three months	
	Total			

A Poor House will be established at

or

Gratuitous relief will be given to the poor of this Circle at

## REMARKS

Regarding—(1) Present condition of people, (2) Crops of the last few years, (3) Prosperity of bankers, (4) Condition or sale of agricultural cattle, (5) Revenue arrears and remissions, (6) Deficiencies in wells and tanks, (7) Stocks of grain, (8) Imports, (9) Probable duration of scarcity, &c

J RAMSAY,

Political Agent, Bundelkhand



	Rs	a	p
1 Food of non working children			
2 Spades			
3 Showels			
4 Pickaxes			
5 Ropes			
6 Materials for huts			
7 Water vessels			
8 Hire of bullocks			
9 Stationery			
10			
11			
12			
13			
14			
15			
16 Pay of servants who draw their pay from the sanctioned allotment			
Total			

J RAMSAY,  
*Political Agent, Bundelkhand*

## APPENDIX IX

Form B

Place \_\_\_\_\_ Work \_\_\_\_\_

Estimated number of laborers it will employ	Estimated cost

Month and date	Number of laborers	Weekly total of laborers	Cost		Weekly total of cost	
Brought over						
1						
2						
3						
4						
5						
6						
7						
	Weekly Total Previous Total		Weekly Total Previous Expenditure			
	GRAND TOTAL		Total	ditto		
8						
9						
10						
11						
12						
13						
14						
15						
	Weekly Total Previous Total		Weekly Total Previous Expenditure			
	GRAND TOTAL		Total	ditto		
16						
17						
18						
19						
20						
21						
22						
23						
	Weekly Total Previous Total		Weekly Total Previous Expenditure			
	GRAND TOTAL		Total	ditto		
24						
25						
26						
27						
28						
29						
30						
or						
31						
	Weekly Total Previous Total		Weekly Total Previous Expenditure			
	GRAND TOTAL		Total	ditto		



## APPENDIX X

Form C

Place \_\_\_\_\_ Work \_\_\_\_\_

Original sanction Rupees

Sanctioned on Rs

Do "

Do "

Do "

Total

1	2	3	4	5	6
Month and date	Amount spent during the week	Sanctioned amount remaining to be spent	Amount of cash sent to the work during the week	Amount of cash remaining on the work	Amount in column 3 up proximately sufficient to employ present number of laborers for the number of days stated below
7					
15					
23					
30					
or					
31					
Total					

NOTE—Column 4 to be filled up as soon as the money is sent

I RAMSAY,  
Political Agent, Bundelkhand

Month \_\_\_\_\_

Report for { 7th  
15th  
23rd  
30th  
or  
31st

[illegible]

J RAMSAY,  
*Political Agent, Bundelkhand*



NOVEMBER 1897.

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Special report on famine operations in the Bundelkhand Agency

I 306

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No. 306

No 3949-I A, dated Simla, the 19th October 1897

*Endorsed by Foreign Department*

From the Agent to the Governor-General in  
Central India, No 8415 G, dated the 18th  
September 1897, with enclosures

A copy of the foregoing is forwarded  
to the Revenue and Agricultural Depart-  
ment for information



No 1422-4 G, dated Indore Residency, the 24th February 1898

From—LIEUTENANT-COLONEL D W K. BARR, CSI, Agent to the Governor-General in Central India,

To—The Secretary to the Government of India, Foreign Department

With reference to Foreign Department letter No 3878-I A, dated the 13th October 1897, and in continuation of my letter No. 8445, dated the 18th

\* Thirty spare copies of enclosures forwarded in separate packet

† (1) No 2948, dated the 21st November 1897, from Captain A F Pinhey, Political Agent in Baghelkhand

(2) No 381 A, dated the 30th December 1897, from Colonel D G Pitcher, Director of Land Records, Gwalior State, forwarded by the Resident at Gwalior

September 1897, giving cover to a report by Captain J Ramsay, on the famine in Bundelkhand, I have the honour to submit, for the information of the Government of India, copies of two letters noted in the margin † being reports on the famine in Baghelkhand and Gwalior and of the measures which were adopted to relieve distress.

In submitting at the same time a general review of the famine in Central India, I would point out the extreme difficulty in obtaining accurate returns from Native States. In Bundelkhand, where there are no less than 23 States included in the area of famine, each under different conditions of administration, size, and financial resources, this difficulty has been particularly marked, and I would ask that in considering this report the Government of India may be pleased to accord due indulgence to any incompleteness in the matter of general statistics.

II.—*Pressure and area affected by famine*—The affected districts comprising the whole of the Agencies of Bundelkhand, States and Jagnis, and Baghelkhand States, together with the Isagarh and Gwalior divisions of the Gwalior State cover an area of 36,625 square miles, with a population, according to the Census of 1891, of 5,141,000. This area, for several seasons immediately previous to 1896, suffered more or less and in different ways from the partial failure of crops. The years 1893, 1894, 1895, and 1896 had each been marked by some agricultural misfortune. In 1893-94 untimely winter rain damaged the rabi crop in Baghelkhand and Bundelkhand, in 1894 in the same Agencies the excessive monsoon rainfall spoilt both the rabi and kharif crops, the Rewah Darbar spending Rs 50,000 on relief of distress, and finding it necessary to remit Rs 50,000 of the land revenue and to make advances for "Takavi," amounting to Rs. 20,000.

In 1895 the monsoon closed early, and there were practically no winter

† *Bandhs* are earth embankments enclosing, on three sides, fields varying in area according to the adaptability of the land from 20 to 200 acres. The embankments retain rain water during the monsoon, in October a sluice is made at the lowest level of the retaining wall, the water escaping from this outlet irrigates land below the *bandh*, while the enclosed area which is benefited not only by the accumulation of water but by the silt deposited during the rains, retains moisture for the whole period of the cold season during which *rabi* crops are growing. *Bandh* land, in ordinary years of average rain fall, produces from 50 to 75 per cent more of cereal crops than unirrigated soil of the same class.

rains. The Political Agent of Baghelkhand reports "only *bandhs* † could be cultivated, the linseed crop was a total failure. Wheat was only  $\frac{1}{3}$ th of the normal. Masur and Aihai were damaged." In the same year things were no better in Bundelkhand, the Political Agent reporting that "gram may be said to be the only crop grown on unirrigated ground that has not been a complete failure."

In Gwalior the same state of affairs obtained. In 1894 the wheat crop in the Isagarh and Bajiangarh districts failed almost completely, and it was found necessary to start relief works in the more affected tracts. In his report for 1895-96 the Resident wrote—"Both the kharif and rabi crops were poor. Though there is no cause for much anxiety, still as these unfavourable harvests have followed two distinctly bad years, and the stocks of grain are low and prices high, there is some need for relief measures." These relief measures were detailed in the Central India Agency Administration Report for the year in question.

In 1896 the sudden cessation of the monsoon at the end of August ruined the kharif crop all over the affected area, and rendered the land so hard that

except in irrigated fields and portions protected by *bandhs*, sowing for the spring crop was rendered practically impossible. Good winter rains were for the most part experienced, and greatly benefited the small patches of *rabi*. But they came too late to have any permanent effect on the distress, which by that time had already deepened into acute famine in the greater part of the affected area. As showing the serious effect of the preceding bad seasons and how considerably the local food stocks must have been depleted and the resisting power of the population thereby lessened, the following figures speak for themselves. During the four years 1889, 1890, 1891, and 1892 from Sutna Station, East Indian Railway, and from the stations on the Jhansi-Manikpur branch of the Indian Midland Railway between the Betwa and Ken rivers the exports of grain exceeded the imports by 5,565 tons, while during the following four years, from 1892 to 1896, the imports of food-grains at the same places exceeded the exports by no less than 121,089 tons. Similarly the imports of grain by rail into Gwalior territory for the half-year ending 30th June 1897, exceeded the exports by 11,970 tons.

Thus, with diminished food stocks, and their energy so often discouraged, if not broken, by previous misfortunes, the inhabitants of the affected area generally were in the worst possible condition to meet the calamity with which they were confronted when the rainfall of the monsoon of 1896 suddenly ceased.

*III—Public Health.*—Paragraphs 1 and 2 of the supplementary report by Surgeon-Major G. H. D. Gimlette, late Agency Surgeon, Baghelkhand (which is included by Captain Pinhey in appendix A of his report), shows clearly the state of the public health in that Agency, and may be taken as a criterion of the condition of the people throughout the affected area. A sudden and virulent outbreak of cholera occurred near Sutna in February 1897 and spread over the greater part of Rewah causing 1,913 deaths. The Government of India have been informed in my letter No. 2321-G., dated the 4th March 1897, and its enclosures, of the details of this outbreak and of the able and energetic measures carried out by the Agency Surgeon for its repression.

A considerable number of cases of cholera also appeared in Bijawar and the southern parts of Panna in Bundelkhand, but at no time did the disease in these parts reach severe epidemic form, which, considering the complete absence of medical supervision in the Bundelkhand Agency, is a matter for congratulation.

In my letter No. 8415-G., dated the 18th September 1897, already referred to, I have invited attention to the need of medical officers in the Bundelkhand Agency, and I would here again urge that it is a question for consideration not only in connection with a period of famine but as a general matter of expediency, as in the event of any sudden epidemic arising there is no organization at hand with which to combat or control it, the medical administration of the numerous small States being totally inadequate to meet any serious emergency.

In Gwalior the total number of persons treated at the famine relief hospitals which were opened in connection with the poor-houses at Goona and Gwalior and the relief camps at Panihar, Badraoh, Bhandere, Daboh, and Birkheri was 6,503, of whom 1,697 died, deaths being mostly due to dysentery and diarrhoea. Although no serious epidemic of cholera occurred in the Gwalior State, the disease broke out in three places, *viz*, at the Gwalior poor-house, the Bhandere relief camp, and at Daboh, causing in all 80 deaths.

Unhappily it cannot be said that no deaths occurred from starvation, and in the absence of any returns it is impossible to approximate, but there can be little doubt that, owing to the early date at which relief works were opened and to the strenuous efforts on the part of all connected with famine administration, in Central India, the number of deaths from this cause, outside the poor-houses, must have been small, and I am satisfied that the past famine, as it has not in any way lessened the cultivated area in the affected districts, so also it has not left behind it a population to any extent diminished or weakened by its attack.

*IV—Crime.*—It is satisfactory to be able to note that, with the exception of one portion of the Gwalior State in which special measures for repression of

dakaiti have been inaugurated by His Highness the Maharaja Sindhia, there has been practically no serious or organized crime due to the prevailing scarcity

In Bundelkhand, where it was to be feared that the all-prevailing distress might cause a renewal of the dakaitis which were so numerous in 1890, 1891, and 1892, the public peace was on no occasion seriously disturbed, and in Baghelkhand, as the Political Agent reports, with the exception of petty thefts and the killing and eating of kine by the jungle tribes who are extremely numerous in many parts of the Agency, no serious crime has been reported

*V—Food-supply*—Thanks to the railway system now working in Central India, the Agency was spared the worst horrors of famine. With the Indian Midland Railway and its branches in Bundelkhand and Gwalior and in Baghelkhand with the East Indian Railway and the Katni-Bilaspur branch of the Bengal-Nagpur Railway recently opened, affording ingress to the wild hilly tracts of Rewah, it was at no time found difficult to bring food to the people and even when stocks were lowest, there was always a sufficient supply of grain available at practically market rates to meet existing needs. It is in fact impossible to lay too much stress on the beneficial results of railway extension so far as concerns Central India.

As Captain Ramsay reports "without the railways it would have been impossible to get food to the people. During the last two years fodder could not have been found for transport animals, and in the two preceding years the excessive rain made all unmetalled roads quite unsuited for heavy traffic during the whole of the cold weather."

The average price of the cheapest food-grains was 10 seers per rupee, a rate which was practically identical during the summer all over Central India, thereby causing distress in many parts which had in no way suffered from failure of the crops.

With the exception of Indore, all the Darbars of Central India were induced to adopt the policy formulated by the Government of India of non-interference with the trade in food-grains. I much regret the obduracy of His Highness the Maharaja Holkar in this matter, but in spite of continued advice a most rigid prohibition of the export of grain has been, and still continues, in force in Indore territory, with the practical result that in this neighbourhood during the summer of 1897, although there had been no failure of the crops, the prices ruling were higher than in the most sorely afflicted districts of Bundelkhand and Rewah.

The past "kharif" crop has been uniformly good throughout Central India, and the prospects for the coming rabi are almost equally good, the late, but copious, winter rain having done much to improve the wheat crops now (February 1898) coming into ear.

*VI—Water supply, Fodder, and Cattle*—Although the rainfall of 1896 was in considerable defect the water-supply generally remained sufficient for ordinary purposes, fodder also was sufficient for ordinary needs, and in this connection I would draw attention to the wise and liberal measure adopted by His Highness the Maharaja Sindhia, who at an early period, before actual famine was established, opened the vast forest reserves of Northern and Eastern Gwalior to the free pasturage of cattle. The same benevolent procedure was adopted by His Highness the Maharaja of Rewah, and it may be confidently asserted that the privilege thus liberally and promptly granted in these two large States was the means of saving the lives of thousands of cattle, and of keeping them in such condition as to enable their owners to employ them in ploughing the land as soon as the bountiful rainfall of 1897 was established.

There can be little doubt that in some parts of the affected area where free forest grazing was not available large numbers of cattle were stolen or sold to afford sustenance to their owners. Thanks, however, to the munificent relief afforded by the Famine Fund, and in many cases to the far-sighted generosity of the Darbars, the commencement of the monsoon found the impoverished husbandmen in spite of all they had gone through in a position to plough and prepare for sowing all their fields, and although accurate returns on this point are not available, it is evident that the area under *kharif* in 1897 is hardly, if at all, less than that which is ordinarily sown.



**VII—Land Revenue.**—As a necessary consequence of the repeated failure of the crops, the land revenue of the various States has suffered considerably

From Appendix D of Captain Pinhey's report on Baghelkhand it will be seen that for the whole Agency the suspension of land revenue amounted during last year to Rs 8,11,516, the State of Rewah alone accounting for Rs 7,41,369 of this amount. The remission in land revenue granted by the States in Bundelkhand and notified by the various Chiefs to their subjects on the occasion of the Jubilee of Her Most Gracious Majesty the Queen-Empress amounted to over Rs 6,40,000 and in Gwalior the Darbar remitted the princely sum of Rs. 74,00,000 being the total due on account of arrears of Land Revenue up to June 1896, and in addition Rs 31,22,683 were suspended out of the land revenue demands and cesses for the year 1897, but I must note that the former remission greatly as it relieves the Gwalior ryots from a burden of debt, can hardly be ascribed either to the exigencies of famine, or to measures of famine relief. It is, in fact, a wiping out of balances accumulated during the past thirty years which were maintained as claims upon the land, and carried forward year after year, but which nevertheless were practically irrecoverable.

**VIII(a) — Relief measures and expenditure—(a) Numbers on Relief works and cost**—It was found necessary to open relief works and to institute gratuitous relief in poor-houses on a large scale in accordance with the provisions of the Abstract Famine Code for Native States throughout the affected area in October 1896 and from that date until September 1897 these have been maintained.

As already stated, the total area affected by famine and in which relief was afforded was 36,625 square miles with a population in 1891 of 5,111,000, full returns, however, have not been received from the States of Datia, Panna, and Bijawar in Bundelkhand, and the statistics given are consequently calculated upon a population of 1,592,000, *i.e.*, the population of the affected area minus the population of these three States.

The total number of persons relieved on relief works in Central India

Bundelkhand	7,081,607	(exclusive of inmates of poor-houses)
Baghelkhand	11,201,163	reduced to units supported for one day
Gwalior	10,503,757	was 257,83,827, being a daily average of
Total	28,786,527	nearly 3,200,000 supported for three
Bundelkhand	8.90%	months or 7.02 per cent of the combined
Baghelkhand	7.02%	population for the same period
Gwalior	6.01%	

The gross cost of supporting this number including for the most part cost

Bundelkhand	Rs 6,11,728	of tools and establishment was Rs. 26,01,198,
Baghelkhand	9,49,023	or 1-anna 52 pies per head, no credit being
Gwalior	11,43,457	taken for the value of the work done.
Total	26,01,198	
Bundelkhand	1 45 per head	
Baghelkhand	1 28 " "	
Gwalior	1 84 " "	

NOTE.—The average cost of relief in Bundelkhand and Baghelkhand works out to 1 anna 56 pies per head.

The higher rate obtaining in Gwalior may be partly accounted for by the extremely high prices which prevailed over the greater part of that area.

persons in units of one day, thus it may be safely computed that, during the 12 months ending the 30th September 1897, a total of 33 millions of people in units of one day were maintained on relief works by the Native States in Central India.

**(b) Gratuitous Relief and Poor-houses**—The number of persons admitted from time to time into Poor houses supported by the States of Bundelkhand and Baghelkhand during the year ending the 30th September 1897 was 89,076, that is to say, that 3.81 per cent of the population (exclusive of persons relieved by means of the Charitable Fund) were at one time or another admitted as inmates of Poor-houses.

Bundelkhand	41,951
Baghelkhand	44,122
Total	89,076

The percentage when compared with the numbers on relief works appears high, but from the nature of the returns available, it has not been found possible to reduce these figures to units for one day for the two Agencies.

For the States of Rewah and Nagode, however, detailed figures are

Rewah	793,997
Nagode	214,120
Total	1,008,117
Rewah	0 58 %
Nagode	3 %
Rewah	Rs 55,850
Nagode	14,415
Total	70,265

available which show that in units of one day 1,008,117 \* persons were relieved in Poor-houses, being a daily average for three months of 11,200 persons or 0 7 per cent of the population for the same period

The gross cost being Rs 70,265 or 13 1 pies per head

In many place in Bundelkhand gratuitous village relief in the form of doles of grain sufficient to sustain life was afforded under the orders of the Darbars by the headmen of villages to those who from caste prejudice or physical incapacity were unable to proceed to the Poor-houses

In Baghelkhand small allowances afterwards greatly supplemented by the Famine Fund, were made in cash by the Darbar to certain "parda-nashin" women and high caste Brahmins and Rajputs in Rewah territory

In Gwalior, in the State Poor-houses established at Lashkar (Gwalior) and Goona 776,628 persons were relieved, reduced to units for one day, being a daily average for three months of 8,630, or 0 44 per cent of the total population for the same period. In addition to these 250,000 persons were fed during the Mohurram at a cost of Rs 31,250 and 1,508,792 people were in receipt of gratuitous relief at the camps started in connection with relief works (this latter number has, for the sake of convenience, been included in those shown in the preceding paragraph). The total number of persons, therefore, in units of one day, who received gratuitous relief in Gwalior was 2,535,420, being a daily average for three months of 28,170, or 1 44 per cent of the population for the same period. The gross cost of this relief has been estimated at Rs 1,75,000 giving the cost per head per person relieved at 13 2 pies

Under the heading of gratuitous relief, some mention should be made of the assistance given to the destitute and poor by the Bhopal Darbar

No failure of the crops had occurred in Bhopal territory, but the more favoured conditions obtaining in that State induced a considerable amount of immigrations from the neighbouring famine-stricken districts both of Native States and British India. This, together with the high prices existing, tended to swell the numbers of those, who having nothing to fall back on, are always on the brink of starvation

For such persons at the instance of the Political Agent in Bhopal, Poor-houses in the form of temporary hospitals and refuges were provided in a few of the Chief towns of the Agency, such as Sehore, where 970 persons were admitted and relieved at a gross cost, including the construction of huts and the deportation to their own homes of paupers, of Rs 2,466, at Narsingarh, where 100 persons a day on an average were fed for three months, and at Bhopal and Suonj (Tonk) for which places no returns are available

The munificent but indiscriminate charity dispensed by Her Highness the Begam at Bhopal while supporting large numbers of professional beggars, and at the same time very many, who were in real need, tended to encourage immigration from neighbouring districts, and thus caused the distress in this State to appear more severe than it really was

(c) *Private Donation* —The main source however from which gratuitous relief was afforded to the people more especially in the Agencies of Baghelkhand and Bundelkhand was the Indian Charitable Famine Fund.

Of this fund, Rs. 3,50,000 in all were received from the Central Committee this sum was divided as follows, and excludes the amount received from local subscription

	Rs
Baghelkhand . . . . .	2,13,000
Bundelkhand . . . . .	1,12,000
Gwalior . . . . .	25,000
Total . . . . .	<u>3,50,000</u>

Pages 26-29 of Captain Ramsay's report on Bundelkhand show how carefully this relief was administered by him. In that Agency alone 38,780 persons were assisted in one way or another up to the end of June, and it is impossible to exaggerate the boon which this money provided in enabling officers employed in the more seriously affected districts to relieve, effectually and on the spot, any distress which they might meet with in their continued movements through the country

Out of the total sum received, Rs 2,89,000 were expended under object IV, *i.e.*, in assisting those unfortunates who had lost their all, either, in the case of agriculturists, by grants of money for the purchase of bullocks or seed, or, in the case of artisans, by a grant enabling them to set up a fresh stock-in-trade and thus to earn their livelihood again. As almost the whole of this large sum was disbursed after careful inquiry by British officers on the spot to the recipients themselves, the comfortable assurance remains that the poor, for whom the money was intended, benefited to the greatest possible extent by the disbursement of this magnificent charity

(d) *The Nowgong Poor-house* — Another institution which did a very large amount of good, and which was entirely supported by private subscriptions from Their Highnesses the Maharajas of Oichha and Samthar and from the residents, European and Native, of the cantonment, was the poor-house established by Captain Ramsay at Nowgong in December 1896, which remained open until November 15th, 1897

I enclose, for the information of the Government of India, a report \* by No 57 C, dated the 9th January 1898, with an enclosure Captain Cowan, Political Agent, in Bundelkhand on this institution, the poor-house was open for 341 days, and during that time the total number of paupers relieved was 47,182 or a daily average of 138 36 at a gross cost including allowances to the establishment and for building of Rs 4,000, or 1 anna 4 pies per head

In this connection I would make a few remarks on the important question of emigration. Much has been said and written from time to time regarding the serious emigration which occurred from Native States on to the relief works in British India, and there is no intention here to deny any such movement, more especially as it is an annual feature in the customs of the poorer inhabitants of the wilder States of Bundelkhand and Baghelkhand, who yearly flock to the more fertile British districts at harvest time, in the hope of supplementing by harvest labour their own small stocks, but I would invite attention to the returns of the Nowgong Poor-house (practically the only institution of its kind for which really accurate returns are available) as showing the very large numbers of persons (8,971 or more than 18 per cent of the total numbers relieved) who were inhabitants of the neighbouring British Districts of Hamirpuri and Jhansi (where relief in the most approved form was in full progress) as showing the extreme difficulty of checking that tendency to wander which an eminent authority has declared to be "one of the first symptoms of impending famine" and according to the traditions of the Indian people "the only effective remedy" against it

(e) *Relief works and their nature* — In Baghelkhand and Bundelkhand relief works were almost entirely of the kind known as "village works," these being considered more suitable to the needs of the people and to the administrative capacity of the smaller States

In Bundelkhand attention was especially directed to employing famine labour in the erection of *bandhs*, tanks, and other minor irrigation works.

In this manner, it is calculated that 52,027 bighas of land have been protected against future famine

In Baghelkhand, in the same way, 18,169 bighas have been brought under irrigation.

In Rewah, however, exception must be made in the matter of village works, to the case of the construction of the light Railway between Sutta and Rewah, a distance of 32 miles. The whole of the earthwork for this line has been completed and a very large amount of ballast prepared. 2,112,877 persons (reduced to units of one day) were employed at a cost (excluding supervision and tools) of Rs 1,61,786, or 1 anna 3 6 pies per head.

Earthwork	1,033,121
Stone breaking	1,073,501
Making sleepers	6,255
Total	2,112,877

In addition to this large and important work, the following is the list of works carried out by the Rewah Darbar, entirely by famine labour —

248 bandhs,
36 tanks,
149 miles of new road,
1,113,358 c ft of metalling,

these works gave employment (in units of one day) to 7,445,060 persons at a cost (exclusive of tools and supervision) of Rs 5,63,197, thus giving an average wage for each person of 1 anna 2 4 pies per head.

In Gwalior the two most important works were the Sipu and Blind Light Railways, with a total length of 117 miles. It is estimated that these lines, which were entirely under European supervision, gave employment to 2,000,000 persons in units of one day at a cost (excluding establishment, tools and plant) of Rs 1,50,000, the average rate of wage working out to 1 anna 3 pies per head.

In addition to these large works in Gwalior, Rs 3,56,739 were expended on relief works under the State Public Works Department, Rs. 22,844 under the Irrigation Engineer, by whom a *bandh* has been designed and constructed commanding an area (previously uncultivated) of 2,400 bighas, and Rs 3,94,637 on village relief works, from this latter sum 281 tanks and *bandhs* were completed and 47 were in progress on the 30th September 1897. These works are calculated to irrigate 33,428 bighas, and gave employment to 813,261 persons at a cost, *including establishment and tools*, of Rs 2,80,433.

Finally, mention must be made of the relief afforded by the work available on the Goona Bara Railway as may be seen from the report by Mr H. B. Taylor, Engineer-in-Chief, which is included in Colonel Pichey's report, 4,005,778 persons (in units of one day) obtained a livelihood by working on this line during the year ending the 30th September 1897, while 60,000 persons were fed at the different poor-houses which Mr Taylor found it absolutely necessary to open from time to time.

Although not primarily started as a relief work and not at any time managed in accordance with the provisions of any Famine Code (the numbers relieved and the cost have consequently not been included in the totals given above), there can be little doubt of the immense practical aid, which this work has afforded to the distressed population of Gwalior and the surrounding districts.

(f) *Loans to Zamindars and others* — Regarding other forms of relief, mention has already been made of the remissions of land revenue granted by the Gwalior Darbar and by the other Darbars of Bundelkhand and Baghelkhand.

In Gwalior Rs 2,13,554 were advanced to cultivators for the purpose of building and repairing wells by these means 1,509 "pukka" wells were built (386 new and 1,123 re-constructed at a cost of Rs. 1,75,314), while over 13,000

Gwalior Division	12,929
Isagarh	292
Total	13,221

"kuchha" wells were sunk by zamindars assisted by advances taken from the State, as may be understood, these works materially supplemented the regular State relief works and afforded sustenance to nearly 2,000,000 persons in units

of one day Rupees 97,000 were also advanced in June 1897 to cultivators for the purchase of bullocks, while Colonel Pitcher reports that the "*Takavi*" advances of last year "exceeded by several times" the allotments of ordinary seasons

Loans to the extent of Rs 1,66,855 were at the same time granted to traders in grain to assist them in laying in sufficient food stocks, and Rs 22,625 were also advanced to needy jagudars by the Darbar

In *Baghelkhand* the loans granted to zamindars amounted to Rs. 81,623, whilst Rs 2,61,052 were expended in "*Takavi*" advances

For *Bundelkhand* returns under this head are not available, but I am personally satisfied that assistance in these forms was most generously and effectively given, the aspect of the country, through which I have lately completed a tour, being happy evidence of this

Famine allowances were also very generously granted by the various *Darbais* to their more poorly paid followers and servants

(g) *Total cost and total works completed.*—To recapitulate the information given above—including relief works and gratuitous relief of all kinds, together with remission of revenue and loans granted, the total cost of the famine to the Native States of Central India may be estimated at not less than 85 lakhs of rupees

	Rs
Baghelkhand	21,76,588
Bundelkhand *	19,00,000
Gwalior†	45,00,000
Total	85,76,588

\* Two and a half lakhs estimated for loans and takavi

† Excluding Gooma Barr Railway

From the actual returns available, it is shown that by the agency of famine labour 160 miles of earthwork for light railways have been practically completed

At least 250 miles of new road have been made, while 1,05,000 bighas of land have been brought under irrigation and thus protected from future famine, by the erection of many hundreds of *bandhs* and other minor forms of irrigation work. It is calculated that these irrigation works opening up, as they will, land previously uncultivated will produce an average revenue of 5 per cent on the cost of construction or about Rs 52,000 per annum. Many other minor works have been carried out for which returns are not available, the whole so far as regards the actual expense of relief at a cost very closely assimilating with the rate which obtained in British India

*IX General remarks and suggestions*—The detailed monthly reports from each of the affected areas, which have been regularly submitted, will have rendered the Government of India fully cognizant of any shortcomings and defects which may have appeared in the famine administration of Central India

The extreme difficulty of preventing emigration has already been referred to. Doubtless at the commencement of the famine in Gwalior, and on one unfortunate occasion when a subordinate official misunderstanding the orders of the Darbar closed for a short time the relief works in a part of Rewah, very considerable numbers of people moved to the relief works in British India, but I would submit that, considering the facts, *viz*, that on no previous occasion had relief on a large and organized scale been attempted by *Darbais*, and then subjects therefore having no precedent to cause them to believe that any serious efforts would be made to help them, it was but natural, in the face of the danger which threatened, that the traditional tendency should appear in its full strength, and that with only the machinery of a Native State, in itself strained to the utmost, to prevent it, large numbers of the population should turn their faces to towns in British India where they knew that help would be forthcoming

On the other hand, I would observe that, as soon as the Gwalior Darbar fully recognised the situation, and had thoroughly inaugurated their relief measures under the very able direction and guidance of Colonel Pitcher as Central Officer under the Famine Code, that is to say from March 1897 onwards with the exception of the unfortunate mistake which occurred in Rewah and which was promptly remedied, the emigration from Native States on to British relief

works was of a very minor character, and of a kind which, with the resources available, it was impossible to prevent.

Two points, however, stand out with the greatest clearness, and require serious consideration if the mistakes and difficulties of the past are to be obviated in the future —

- (1) the necessity for the preparation beforehand of schemes for relief works in every tehsil of each State,
- (2) the necessity for some arrangement by which financial assistance may be afforded *at once* to States in need of it, to enable them to carry out the schemes that may have been prepared

To deal with the first point, *viz*, the necessity for preparedness The Political Agents of Bundelkhand and Baghelkhand have brought this point to notice in their reports, and Colonel Pitcher also speaks of the great need, that was felt, for prepared schemes from which work could be promptly started

So far as Bundelkhand is concerned, I am rejoiced to know that the Government of India have been pleased to sanction my suggestions for the deputation for a year of Captain Ewbank, R E, and thus at any rate this large and especially difficult area (provided the necessary financial arrangements are secured) will be in a state of thorough preparedness to encounter the next famine, whenever it may occur

Captain Pinhey, in his report on Baghelkhand, suggests that the services of Captain Ewbank might be employed for the same object in the minor States of the Agency, but while fully concurring with him in the necessity for preparation everywhere, I fear that these small and impecunious States cannot afford the expense involved by the deputation of a British officer, and I am of opinion that the needs of the case can be fully met by the appointment of some subordinate official of the Public Works Department acquainted with the more important elements of engineering and surveying On this subject I propose approaching the Government of India at a later date.

The State Public Works Department of both Gwalior and Rewah are, in my opinion, fully capable of preparing any schemes which may be necessary, and I shall press the advisability for such action on both Daibars, in the firm assurance that the young Chiefs who rule these States will appreciate the necessity and will fully act up to any wishes the Government of India may see fit to formulate

Regarding the 2nd point, *viz*, the need of financial assistance for the poorer States As the Government of India are aware, the financial position of the various States of Bundelkhand was at the commencement of the famine the cause of the greatest anxiety It was recognised that, after three years of bad harvests causing diminished revenue and increased expenditure culminating on the relief measures of 1895-96, the majority of the States were absolutely incapable of inaugurating and maintaining famine operations on the scale that became necessary when the famine of 1896-97 clearly declared itself, and that, moreover, to several among them the mere expenses of administration would be difficult to meet

The Government\* of India are aware of the various alternatives which were suggested to meet this crisis, and of the measures by which, thanks to the generosity of His Highness the Maharaja Sindhia, this great difficulty was finally removed

\* *Vide* correspondence ending with Foreign Department letter No 3883 I A, dated the 27th September 1896

It was originally estimated that 15 lakhs of rupees would be required by Bundelkhand alone, but owing to good and seasonable winter rain, the rabi crop in that Agency was better than could have been hoped for in November 1896 (when the estimate was made), and prices, instead of rising in the summer, as had been expected, had a tendency to fall slightly. Thus the total amount borrowed by the States of Bundelkhand has not exceeded Rs. 5,22,300 or very little more than the amount (Rs. 4,94,800) intimated in my letter No 8445, dated the 18th September 1897, as having been advanced up to June last.

In Baghelkhand, a sum of Rs 7,04,000 was borrowed by the different States on the same terms, making a total of Rs 12,27,300 as the amount which the Maharaja of Gwalior has placed at the disposal of his brother Chiefs.

Out of this sum six lakhs (borrowed by the Rewah Darbar) have been already repaid and the amount remaining, it is calculated, will all be paid off within ten years, with the exception of the Baoni State, which requires until 1913, as it has to pay concurrently instalments on a loan taken from the Government of India and the small jagir of Jigni, which with its small resources cannot pay off the amount due until 1911.

In my previous letter, already quoted, I have adverted to the incalculable benefit which, in my opinion, the Chiefs and people of Bundelkhand have derived from the timely advance of this money without it, in several States, such, for instance, as Ajaigarh, Bijawar, Baoni and the jagirs of Jigni, Gariauli, and Gaurihar, it would have been impossible to carry on any sustained efforts in the direction of famine relief, and thus the country would doubtless have been in a measure depopulated.

If the financial position of many of the Bundelkhand States was precarious in 1896, it is doubly more so now with the added burdens of the difficulties through which they have just passed, and I would repeat the hope I have already expressed that, whatever measures may be finally approved by the Government of India in the matter of famine operations in Native States, they will include a scheme authorising the arrangement of loans on the lines adopted in Central India during the past year with so much success.

In forwarding Captain Ramsay's report I have already dwelt on the need of Famine Assistants as also of medical officers in the Bundelkhand Agency, as soon as it is evident that relief operations must be commenced on a large scale, and I consider that not less than four such Assistants are required in addition to two medical officers.

In Baghelkhand the necessity for the same number is, in my opinion, not so great, owing to the better internal administration which now obtains in Rewah, and which, therefore, places at the disposal of the Political Agent a considerable number of reliable officials, in addition to the capable aid which can be rendered in the future as in the past by the Agency Surgeon and his staff of Hospital Assistants scattered over the country. The necessity, however, of British officers to assist the Political Agent in general direction and supervision still remains, and I fully concur with Captain Pinhey's suggestion that at least two such officers should be deputed immediately on the emergency arising.

In Gwalior, I am of opinion that, provided regular schemes are prepared beforehand, the ordinary administration at the disposal of the Darbar, including, as it presumably will, several European Officers in charge of the Medical, Revenue and Public Works Departments, is sufficient for the purpose.

The full and detailed monthly reports from the Political Agent in Bundelkhand which were submitted to the Government of India from time to time, showed clearly the aid which such Assistants can give, but I consider that in the future officers so appointed should in all cases be accompanied by a representative having the full confidence of the Darbar concerned and who should be in possession of a motamidnamah, authorising him to act on the spot on the advice given by British Officers. In this way the incapacity and sloth of local officials could be effectually counter-acted, while the value of the assistance which British Officers could give would be very considerably increased.

Captain Pinhey, in paragraph VIII, Part VII, of his report, suggests the accumulation of large stores of "kodo" and "rice" at the head-quarters of Tehsils, it is true that this precaution has been held to be infeasible on the enormous scale necessary, if it were carried out all over British India, but for smaller self-contained areas and particularly in Jagirs it is in my opinion a plan well worthy of trial, and I propose encouraging the idea in places where after investigation it may seem most suitable.

I strongly approve of the proposed form of returns prepared by Captain Ramsay and shown in appendices VI-XI of his report, and while I deprecate any action and do not consider the present time opportune for persisting on the acceptance by Native States of any fixed or intricate code which would probably be beyond the capabilities of most of them to act up to, I am of opinion that the simple form of returns drawn up by Captain Ramsay might, with the greatest advantage and ease, be accepted by all Native States, and I would advocate their inclusion in any rules which the Government of India may be pleased to formulate for future guidance

*X. Final Remarks*—In concluding this summary of reports on famine in the Central India Agency during the year 1896-97, I would draw attention to the accompanying map, which shows the position of the States, or portions of States which were affected. It will be observed that the famine area in Central India is bordered by those districts of the North-Western Provinces which suffered most severely, *viz*, Jalaun, Hamirpur, Banda, and Allahabad, and it may be assumed that the failure of crops and the consequent distress was of much the same character in the States of Central India as in the adjoining districts of the North-Western Provinces

The facts and figures brought to notice in the reports which I have had the honour of submitting from time to time for the information of the Government of India when taken in conjunction with the final returns which form an enclosure to my present report will, I trust, in spite of deficiencies in the matter of statistics, supply the Government of India with a general idea of the extent and nature of the calamity from which some of the States of Central India suffered, and of the manner in which that calamity was met and, I will venture to say, overcome by the resolute action of the Daibars and the zealous and vigilant conduct of the Political Officers, to whom was entrusted the task of guiding the Rulers and officials of Native States to a correct appreciation of the danger and responsibilities of their position, and of watching and, whenever necessary, aiding the exertions of the various Daibars

I would claim for the Central India Administration that the onerous duty of the practical supervision of famine relief in States fell upon three Political Officers (*viz*, the Resident at Gwalior and the Political Agents in Baghelkhand and Bundelkhand) throughout the whole of the trying period from October 1896 to September 1897, in addition to the ordinary work of their respective appointments. Owing to the large resources of the Gwalior State and to the fact that His Highness the Maharaja Sindhia made over the duties of Central Officer to such an experienced and capable officer as Colonel Pitcher, the burden of responsibility did not press severely upon the Resident at Gwalior, but in Baghelkhand and Bundelkhand—as every Chief in those two Agencies has freely and gratefully admitted—the entire work of famine relief organization on a system which had never previously been attempted fell upon the shoulders of the two Political Agents to whom I ascribe the credit of securing, by their personal influence and example, as well as by their intelligent and zealous vigilance, the active and loyal fulfilment on the part of almost every State under their political supervision, of the suggestions made to them, under the instructions of the Government of India. I would further observe that such success as has been attained in the administration of the relief of famine in so many States and over such a large area of the Central India Agency was achieved

without involving upon the Government of India any extra expense beyond the cost of the deputation of Assistants whose services were placed at the disposal of the Political Agents in Baghelkhand and Bundelkhand for various

*In Baghelkhand*

Lieutenant MacPherson from 4th May to 31st July 1897  
Lieutenant Patterson from 15th April to 28th July 1897  
Lieutenant Hunt from 1st September to 2nd November 1897

*In Bundelkhand*

Captain Ewbank, R.F., from 26th March 1897  
Lieutenant Forbes from 10th February to 23rd May 1897  
Lieutenant Barnes from 13th March to 1st July 1897  
Lieutenant Luard from 8th August to 8th December 1897

periods.

I have already brought to the notice of the Government of India the names of those Chiefs and certain of their officials who have particularly distinguished themselves in their administration of famine relief, but in this



concluding report I cannot refrain from again drawing attention to the valuable work done by—

His Highness Maharaja Sindhia, G C S I ,  
 Ditto ditto of Rewah, G C S I ,  
 Ditto ditto of Orchha, K C I E ,  
 Ditto ditto of Datia, K C S I ,  
 Ditto ditto of Samthar ,  
 Ditto ditto of Ajaigarh ,  
 Ditto ditto of Chaikhari,

and by the following officials —

Rao Bahadur Ram Krishna Abaji ( <i>alias</i> Nana Bhaya Sahib), Secretary, Board of Revenue	} Gwalior
Rai Bahadur Munshi Balmukand, Superintendent, Irrigation Works	
Rai Bahadur Gopal Ram, first Assistant to the Director of Land Records	
Rai Bahadur Jugal Kishore, second Assistant to the Director of Land Records	
Rao Bahadur Lal Pertab Singh Assistant Dewan	} Rewah.
Rai Bahadur Munshi Devi Peishad, Magistrate	
Rai Bahadur Babu Ganga Peishad, State Engineer.	
Rai Bahadur Babu Lal Behari Lal, Vakil	
Rao Bahadur Janki Peishad, Kamdar	. Dattia
Rai Bahadur Nazim Nan Nihal Singh . . .	. Ajaigarh
Rao Sahib Bala Peishad, Kamdar . . .	. Jigni
Khan Bahadur Munshi Raza Hossein, Superintendent	Baoni
Rao Bahadur Shamli Peishad, Jagudar . . .	Gauhar
Rai Bahadur Munshi Radhe Lal, Dewan . . .	. Nagode.
Rai Bahadur Chobey Radha Charan, Jagirdar . . .	. Pahra.
Rai Bahadur Lala Bansi Dhai, of Chattarpur . . .	. Chattarpur

Upon Captain Pinhey, Political Agent in Baghelkhand, and Captain Ramsay, C I E, Political Agent in Bundelkhand, fell the entire work of supervising famine relief operations in their respective Agencies I have already recorded, and I now desire to repeat, the very high opinion I hold of the ability, zeal, and devotion to their duties exhibited by these officers throughout the trying period of the famine. In Baghelkhand the Political Agent received every assistance from Surgeon-Major Gimlette, Agency Surgeon, and from the officers, Lieutenants MacPheison and Patterson, deputed to assist him.

Captain Ramsay has recorded, and I have fully endorsed, his good opinion of the work done during the hottest season of the year and when famine was most intense by his Assistants, Lieutenants Forbes and Barnes, and by Captain Ewbank, R E, who is still employed in devising schemes for future famine works.

In Gwalior the credit of relief administration is due to Colonel D G Pitcher, Director of Land Records, who, as soon as he was appointed Central Officer under the provisions of the abstract Famine Code for Native States, organized measures with great promptitude and, as his report shows, succeeded in extending relief both on works and in poor-houses sufficient to meet all requirements. The information which he was able to collect was supplied from the registers kept by the Patwari and Kanungo staff organised under the new system of Revenue administration adopted by the Gwalior Darbar under Colonel Pitcher's very able direction.

It is with the greatest satisfaction that I find myself able to assure the Government of India that throughout the area of the Native States of Central India affected by the late famine of 1896-97, prospects are now\* good. I have, during my recent tour, marched through districts of the States of Gwalior,

Datia, Samthar, Orchha, Charkhari, Chattarpur, Bijawar, Panna, Ajaigarh, Nagode, Sohawal, Rewa, and Maihar, and have had the advantage of conferring with the Rulers of all these States. Throughout Gwalior, Bundelkhand, and Baghelkhand the traces of the recent famine have already been almost entirely removed by the bumper crops of the autumn harvest, and the equally fair promise of the coming *rabî*. The extent to which the land has been cultivated, the condition of the people, the numbers who have resumed their ordinary occupations, as though oblivious of the trials of the past year, all testify to the general success of the measures taken by the Rulers of Native States to relieve the distress caused by the worst famine within the memory of the present generation and bear witness also to the immense courage, patience, and endurance of the people themselves.

at 27/13

No. 57-C, dated Bundelkhand Agency, Camp *via* Nowgong, C I, the 9th January 1898

From—CAPTAIN J R C COLVIN, Political Agent in Bundelkhand,

To—The First Assistant to the Agent to the Governor-General in Central India

As the Nowgong Poor-house was not included in my final report on famine, I have the honour to submit the following report separately on the Nowgong Poor-house in continuation of my previous report No 8-C, dated the 4th January 1898.

2 The Poor-house was opened on December 10th, 1896, from funds raised by private subscription, and was closed on November 15th, 1897, a period of 341 days

3 The system adopted was to send on a fixed day, every week certain paupers to their respective Native States of the Bundelkhand Agency or surrounding British districts, except those who were inhabitants of Nowgong, or who lived outside the limits of the Agency or Jhansi and Hamirpur Districts

4 In this manner, with these exceptions no persons remained in the Poor-house for more than one week, though of course many sent away very soon returned. This was particularly the case with regard to the inhabitants of Hamirpur District, North-Western Provinces

On one occasion over 50 paupers belonging to this district were sent in carts at the expense of the Nowgong Poor-house Funds to the Ajnai Thana (the place appointed by the Collector of Hamirpur). Of these about 40 returned next day and half of them on the very carts in which they were sent out. The total number of paupers relieved was 47,182, or a daily average of 138 36.

Attached is a table showing the various Native States and British districts to which they belonged. I would point out that the largest number belonged to Hamirpur District, North-Western Provinces

The total cost of maintaining the Poor-house amounted to Rs 4,0 0-9 6, which was derived as follows.—

	Rs	a	p
Private subscriptions and donations from European residents of Nowgong	1,989	12	0
Donation from His Highness the Maharaja of Orchha	500	0	0
Private subscriptions and donations from Native residents	526	12	6
Donation from His Highness the Maharaja of Samthar	100	0	0
From contributions privately collected by Captain Ramsay.	584	1	0
Total	4,100	9	6

5. Assistance was given to those paupers who were remaining in the Poor-house when it was closed, to reach their homes, etc, and is included in the above expenditure

The establishment necessary to work the Poor-house was obtained by drawing them from the Agency and Cantonment Funds Establishments. To these persons small allowances were made from Poor-house Funds in addition to their pay. They one and all did their work well.

6 I may add that Mr Thornhill, Cantonment Magistrate, Nowgong, has been in charge of the Poor-house ever since it was started, and I am much indebted to him for the assistance he has given me in looking after it.

The Native ... and ... Districts admitted in the Poor-house at Nowgong.

Total showing the numbers of the paupers below

Months	Alipura	Bigwar	Bihata	Bilchri	Charbham	Chhatarpur	Dittia	Garruli	Gaurihar	Lughasi	Nayagan Bibi	Panna	Santihar	Tikangrth	Allhabad	Bombay	Farilly	Budra	Catcutia	Cawnpur	Delhi	Duchpur	Panch	Law	1st hour	1 1/2 hour	2nd hour	Gwalior	Hampur	Hardon	Jhansi	Jalun	Jabirpur	Kunch	Lucknow	Lalitpur	Nowgong	Partibgarh	Rai Bareil	Kohlik	Saugor	TOTAL
December 1896	71	307	47	462	613	11	30	20	12	16							12	6	10					21			183			101						680			1		3,025	
January 1897	68	221	51	469	581	33	77	30	36	111							21	12	22					1			862			107						803	17			3,553		
February "	101	148	70	507	464	365	305	28	125	102							28	31	28					5			671			614						1,956	23			5,913		
March "	120	182	155	22	580	778	43	53	23	170							122						70				57	987		332						1,753				6,557		
April "	10	29	118	6	201	207	8	10	21	90							170	170										270		106							12	60	1,489	104	3,059	
May "	31	123	87	15	86	231			8	44							92	92										156		126							31	62	1,416	3	2,665	
June "	124	121	150	88	111	269				81							66	66										232		62							10	60	1,701	30	3,739	
July "	61	21	117	92	91	178				42							28	28										323		6							10	18	2,180	9	3,072	
August "	59	37	32	42	132	257				201																		639		31							62		2,131	20	4,473	
September "	108	23	51	53	67	208				13																		701		7							41		2,179	120	4,570	
October "	38	19	80	56	56	204				26																		872											40		5,395	
November "			45	6	6	25				14																		12	326		42								13		1,511	
TOTAL	895	1,332	908	857	2,648	4,098	52	710	63	1,297							61	552	69	33	190	1,76	14	18	17	12	183	6,615	14	2,309	121	126	52	231	200	21,108	23	267	21	181	47,182	





No 381 A of 1897

FROM

COLONEL D G PITCHER,

DIRECTOR, LAND RECORDS AND CENTRAL OFFICER,

FAMINE RELIEF,

*Gwalior State,*

TO

THE CHIEF SECRETARY,

HUZUR DURBAR,

*Lashkar*

*Dated Morar, the 20th December 1897*

SIR,

I HAVE the honour to submit, for the information and orders of His Highness Maharaja Scindia, a narrative of the circumstances attending the scarcity and distress which prevailed in Gwalior territory from March 1896 to October 1897

I have the honour to be,

SIR,

Your most obedient servant,

D G PITCHER, COLONEL,

*Director, Land Records and Central Officer,*

*Famine Relief,*

*Gwalior State.*



No 278

*Report on Famine Operations and Expenditure in the Gwalior State for the period 1st October 1896 to 1st November 1897*

I

1 The Gwalior State is divided into two Provinces, Northern and Southern, separated from each other by a broad belt of foreign territory, and differing greatly from each other in climate, soil, and cultivation

II

2 The Southern Province, commonly called Malwa, comprises one complete Revenue Division of six districts, and twenty-one parganas, a pargana in Gwalior corresponding to the tehsil of British territory. The Province possesses a fine climate, rich soil, and ample means for artificial irrigation. As Sir John Malcolm wrote, some 75 years ago, "Few parts of India possess more natural advantages, or produce a greater variety of grain." Malwa has long enjoyed the reputation of being exempt from famine, and has ever, during the prevalence of famine in other Provinces, been the temporary refuge of thousands of emigrants.

3 The rainfall for 1896 was short, amounting to 29 inches against an average of 35 inches, but appears to have been well distributed, as fairly good harvests were realised, and exports were very large. As in former years of scarcity so in this year, emigrants from Northern Gwalior, from the Central Provinces, and from the North-Western Provinces and Oudh, crowded into Malwa, and remained until the monsoon for 1897 set in. Inflated exports, and inflated immigration, raised prices very high, pressing hardly on the labouring and on the salaried classes, and great efforts were made by the officials to induce the Durbar to follow the example of neighbouring States, and prohibit export, happily without success. The Sai Subha (Commissioner) reports, that private charity was everywhere largely exercised, and the necessity for opening relief works was thus staved off, until July 1897, when, for a few weeks, it was deemed advisable to open a relief work, and a poor-house at Agar, and relief works at Shajapur and Amjhera. With the setting in of the monsoon all anxiety was removed, and works were gradually closed in Agar and in Shajapur. In Amjhera, the D. P. W., having no surveys ready, had not commenced work when the rains set in. According to the returns received there were 28,222 persons in units of a day relieved on works at a cost of Rs 3,090 and 15,696 relieved in the poor-house at a cost of Rs 981 raised by private subscription.

4 In the Department Public Works all that could be saved from the budget was spent in extra earthwork on the berms of the metalled roads, work suitable for unskilled labour by which 25,515 persons were relieved for one day at a cost of Rs 6,000. A large proportion of those relieved were immigrants.

5 The revenue for the Province was collected in full, without difficulty, since the high prices ruling, and brisk demand for export placed the cultivating classes in a very good position, while the settlement appears to be just and well balanced. Rupees 25,000 had been assessed as an increase for the Neemuch District on the termination in June 1896 of a 10 years' settlement, but, in view of the short rainfall, the Durbar decided to forego the proposed increase for the year 1896-97. As matters turned out, however, the district could well have paid

III

6 The Northern Province of Gwalior comprises two Revenue Divisions—(1) Gwalior, containing eight districts and thirty parganas, and (2) Isagarh, containing five districts and seventeen parganas. I propose to treat, separately, the manner, in which these two Divisions were affected by scarcity.

7 Isagarh, in climate, soils, &c, resembles Malwa rather than Gwalior, and, in years of average rainfall, grows large quantities of fine wheat, gram, and linseed, with very little irrigation, but in 1894-95 the wheat crop completely failed owing to rust, while in 1895-96 the linseed crop failed through the same cause. These failures, and consequent high prices, resulted in distress which might have proved most serious, but for the fortunate circumstance, that the Bina-Goonna Railway running through the centre of the Division, and the Bhopal-Ujjain Railway running at no great distance, happened to be under construction, affording ample labour. Relief works were projected, but attracted no labourers. In the beginning of 1896, however, distress again appeared, and the railways, above referred to, having been completed, sanction was



obtained to continue the Bina-Goonna line from Goona through Chabia in Tonk territory to Bara in Kotah territory, His Highness Maharaja Scindia agreeing to find the whole of the capital required

8 Mr H B Taylor, having been appointed Engineer-in-Chief to the new Railway, lost no time in breaking ground, <sup>and</sup> opening work on the 20th March 1896 His report containing full particulars as to the relief afforded both for the able-bodied and for their dependants is appended (Appendix A) It leaves little for me to say except this, that the Durbar is deeply indebted to Mr Taylor, and to his staff, for their untiring and successful management of a work that may truly be said, as was remarked to me by a native officer of the Central India Horse, to have saved that part of the country from depopulation, affording, at the same time, relief to thousands from Northern Gwalior and from British territory Mr Taylor in his report gives the total number in units of a day relieved on works = 3,214,235 and on gratuitous relief = 59,764

9 In May 1896, the numbers of paupers unfit for work of any kind found wandering about the roads, led to the establishment of a Famine Camp in Goona Cantonments, to the maintenance of which the Durbar made contributions, and the officers of the Central India Horse very generously subscribed Colonel Masters, Dr Malcolm Moore, and Rissaldar-Major Jowahir Singh, most kindly undertook the management In February 1897, when Colonel Thornton (Special Famine Commissioner for Rajputana and Central India), accompanied by myself, then newly appointed as Central Officer for Famine Relief, visited Goona, it was resolved to bring the management more closely under the provisions of the Famine Code The Camp was removed to a distance from Cantonments and reconstructed, the staff was reorganised and placed under the Sar Subah, Dr Malcolm Moore remaining in medical charge, and the expense was undertaken wholly by the Durbar The Camp was finally closed on the 1st November 1897 Those fit to travel were provided with food sufficient to enable them to reach their homes, those too sick to travel were transferred to the Durbar Charitable Dispensary, and 19 unclaimed orphans were sent to Lashkar for whom I soon found homes, Lady Michael Filose most kindly taking 10 into the Orphanage established by her From May 1896 to the 1st November 1897, the total number relieved at the Goona Relief Camp stated in units of a day = 443,380 at a cost to the Durbar of Rs 27,315 or less than 1 anna per head The number of deaths = 1,655 chiefly due to cholera, diarrhoea and dysentery A large proportion of the inmates came from British territory and from the numerous small States in the neighbourhood of Goona held by guaranteed chiefs To Surgeon-Captain Malcolm Moore of the Central India Horse, the Durbar is deeply indebted for the successful management of the Camp

10 I have briefly sketched above the measures for the relief of distress carried out in the neighbourhood of the head-quarters of the Division For the rest of Division Rs 75,000 were placed at the disposal of the Sar Subah to spend on village relief works, Rs 500 per tehsil to spend in daily doles of grain, and Rs 5,000 per tehsil for advance <sup>on</sup> loan, at 6 per cent per annum, to traders in grain

11 The average rainfall of the Division is about 40 inches, and the rainfall for the year amounted to 27.77 Both kharif and rabi crops were better on the whole than those of the Gwalior Division, which fact, coupled with the presence of large Public Works in progress, rendered it advisable to open village relief works only where absolutely necessary, and thus leave as large a margin as possible to meet the wants of the Gwalior Division Excluding works carried out by the Railway and by the Department Public Works, the amount spent by the Sar Subah is returned as Rs 55,750 and the number relieved on village works for one day as 100,393, but until the Central Office was established no proper returns of labour on village works, or of persons receiving gratuitous relief at the tehsil, were kept, and taking as a guide the numbers employed and expenditure incurred as reported since the Central Office was opened, it seems probable that at least 200,000 men <sup>were</sup> relieved for one day on works The number relieved gratuitously are shown by the returns as 889,285 and expenditure as Rs 6,800

12 Special works, suitable for unskilled labour, were given out on contract by the Department Public Works, such as, additional width of berm to the metalled roads, a new embanked road of 20 miles in length from Pachar to Isagarh, several feeder roads to the railways, &c, all useful works The number relieved on such works = 448,786 in units of a day

13 The circumstances of the Gwalior Division may now be reviewed. Of eight districts, two, *viz*, Sabalgarh and Sheopur, received sufficient and timely rain, and were able to pay a fair proportion of revenue and to export considerable quantities of grain. Pargana Karahal of Sheopur is reported to have realised a very poor kharif crop, the pargana, however, is very sparsely cultivated, and the zemindars look to profit from cattle and jungle products rather than to cultivation. Sheopur and Sabalgarh possess large areas of forest and waste land affording excellent grazing, and many of the emigrants from districts further north settled down in the forests with their cattle until the rains set in. This was particularly noticed in Sheopur, where at one time 20,000 people foreign to the district were found to have squatted. In Sabalgarh works were eventually started and largely resorted to, but chiefly by immigrants.

14. The district of Bhandere recorded a fall of 24.40 against 27.26 in the previous year, and 28.74 in the current year, and the crops were reported fairly good, there was consequently no reason for apprehending scarcity, so, beyond excavating a few tanks, no special measures were taken. It turned out, however, that many villages in the ravine tracts of that district realised very poor crops, and, in the end of April, on relief works being opened in the adjoining British district of Jalaun, close to the Gwalior border, large numbers of the Bhandere district people flocked to them. On receiving notice of this, the Central Officer, at once arranged with the Divisional Engineer for a large relief work to be organised in the shape of an embanked road, 20 miles in length, to be constructed between Daboh and Bhandere. Two assistants, provided with funds, were then despatched to collect all Gwalior subjects found working in the Jalaun district, and to march them back to the work provided for them. About 9,000 people were so collected, and located in gangs on the new work, relief camps for dependants being established both at Daboh and at Bhandere. Work was carried on, until the setting in of the rains sent the people trooping off to their homes. Those who resided at a distance were allowed food sufficient to enable them to reach home. For a time work was greatly interrupted by a severe outbreak of cholera, the Native Hospital Assistant being one of the first to die.

15 The rainfall for District Narwar was registered as 15.76 against 18.39 registered in the previous year. Parganas Sipri, Narwar, and Aron, fared best, while pargana Bhitarwar fared badly, and had to be reckoned with as "severely distressed". Sipri and Narwar have the advantage of containing extensive grazing and forest areas, and Sipri was able to export to Lashkar Gwalior large quantities of grain.

16 The rainfall for District Gird Gwalior was registered as 11.45 against 18.9 registered in the previous year. Parganas Nurabad, Pichore and Gird Gwalior fared the worst, but half of Gird Gwalior, *viz*, taluka *Chaubisi*, realised a good kharif crop, as did also the greater portion of pargana Antri.

17 The remaining districts fared worst of all, *viz*, Sikarwari, rainfall 5.5, Tomarghar, rainfall 9.28, and Bhind, rainfall 13.45, the average rainfall for these three districts in the previous year having been 21.45, while in the year now current the average has been 33.25. It will thus be seen how great was the deficiency. Nevertheless falls, though scanty, had been well distributed, and the area under kharif exceeded that for several years past. The last general fall of rain occurred on 27th August, then, as the days wore on with cloudless skies, and the crops drooped and withered, something like a panic set in and the people began to throng the roads leading to Malwa.

18 As soon as it became certain that the kharif crop had failed, His Highness the Maharaja convened meetings of the Board of Revenue to concert measures for relief, and on the 29th September the following orders were passed for the Isagarh and Gwalior Divisions —

- (1) To suspend entirely, until further orders, collections of revenue
- (2) To open relief works under district supervision on certain projected roads, in the districts of Sikarwari, Tomarghar, Bhind, and Gird Gwalior, for which Rs 10,100 were allotted at Rs 50 per mile

- (3) To survey for a line of narrow gauge railway from Lashkar Gwalior to Sipri Cantonment at a distance of about 72 miles
- (4) To distribute doles of grain daily at the tehsils for which Rs 500 per tehsil were allotted
- (5) To advance money at 6 per cent per annum to grain-dealers, to encourage imports for which Rs 5,000 per tehsil were allotted
- (6) To open village relief works of a profitable nature, such as tanks and *bandhis*, to be carried out under the supervision of the Sir Subhas, for which the following sums were allotted —

	Rs
Gwalior	1,00,000
Isargarh	75,000
Malwa	25,000

- (7) To notify in every village that work in plenty could be obtained on the Goona-Bara Railway
- (8) To the D P W to stop all work unsuitable for unskilled labour and to devote all balances of allotments to new works to be devised as suitable for unskilled labour
- (9) Deputing three Durbar officials of high standing to tour through the districts and to submit frequent reports as to the necessities of the situation, also, by subsequent order, to visit Allahabad and Lucknow and to report in the system there in force

19 These orders served in a great measure, more particularly, that of suspending the collection of revenue, to calm the fears of the cultivating classes, but the labouring classes moved down to the Goona-Bara Railway, to Sheopur, to Malwa, and to British territory in large numbers. From first to last the total number of those who left their houses was reported by the Patwaris as 94,049. Many of the emigrants, however, simply went off to the large relief works and returned to their houses as soon as the rains set in, and also for the cutting of the slender rabi crop. Just before the rabi was ripe, and again before the rains set in, the roads were crowded with people returning to their homes. Without some sort of a census it is impossible to say, whether there has been any permanent loss of population, but this much is certain, that, whereas after every former famine, large areas fell back to waste and have mostly remained so, nothing of the sort has occurred this year. The kharif returns for this year are under compilation and so far evidence no serious falling off.

20 The superintendence of village works was left to Sir Subhas. A staff of overseers and sub-overseers was appointed and rules drawn out. In some cases works were given to petty contractors, in others zemindars took the contract. Advances were made to zemindars for the construction of kutchra and pucca wells, and were freely taken, while in many villages zemindars constructed wells from their own pockets. According to returns received from the Secretary, Board of Revenue, 12,929 kutchra wells were sunk in the Gwalior Division, and 292 in Isargarh. In the Gwalior Division it was almost entirely on land irrigated from wells that any rabi crop was realised.

21 In December 1897, orders were passed to collect revenue according to a statement prepared for each village by the Land Records Department. A similar course was followed in regard to rabi collections. Collections were suspended until a statement had been made out showing the actual amounts harvested in each village, and collections were then made in accordance with that statement.

22 Towards the end of January 1897, Colonel Thornton, under deputation from the Government of India to inspect famine relief arrangements in Native States, arrived at Gwalior and made a tour of some 15 days through the parganas most affected. The Director, Land Records, accompanied Colonel Thornton, and on the conclusion of the tour His Highness, acting on Colonel Thornton's advice, adopted the great portion of the abstract Famine Code

recommended for Native States and, withdrawing control from the Sar Subha, appointed the Board of Revenue to be controlling authority, the Director, Land Records, to be Central Officer and the Medical Officer to His Highness to be Principal Medical Officer. From that time some proper account began to be taken of the numbers relieved. A large number of village works were projected, and were arranged in order of succession. Colonel Thornton had been strongly impressed with the necessity for establishing some large works as a backbone, so to speak, for the numerous scattered village works—a work to which people employed on some village work coming under completion could resort until some other village works might be started. This idea was realised by the opening of work on the Gwalior-Sipri Line, for which sanction was only received in February. Meanwhile, in pursuance of the same idea, sanction was obtained to construct another line from Laskhar Gwalior to Bhind, a distance of 45 miles. Thus by March we had a line of works stretching from Sipri to Bhind, 117 miles in length, carried out in conformity with the Famine Code with relief camps for the helpless and for dependants of workers and <sup>with</sup> complete medical arrangements. Work was started in sections according to the numbers seeking relief. By September the numbers on the famine relief wage had greatly fallen off and steps were taken to give out the remaining work by contract. At the outset His Highness paid in to the credit of the Central Officer for these railways 4 lakhs of rupees. The total number relieved for one day amounts to 3,566,649 and of those on gratuitous relief to 149,324.

23 A statement is appended showing the number of tanks, *bandhs* and inundation canals constructed as village works at a cost of Rs 2,80,433 exclusive of establishment, and capable of irrigating some 16,700 acres. These works thrown up in the driest of seasons by feeble folk were severely tried by the heavy falls of rain experienced this year, yet only 5 per cent of the number gave way which is evidence, it is submitted, of good and careful work. The few *bandhs* that gave way were quickly repaired. The total number employed on these works is returned as 813,261 in units of a day and is included in the district returns.

24 Mr H H Lake, Divisional Engineer for Roads and Buildings, had charge of all relief works under construction from Department Public Works funds including the Bhandere-Daboh Road for which a special grant was given. He also surveyed and aligned the Gwalior-Sipri Railway and prepared the original estimates. In addition he afforded valuable assistance by designing and constructing several irrigation works, &c, in the neighbourhood of Gwalior for which extra allotments were made from the grant for village relief works. Mr Zamir-ud-din and Mr C Smith, Sub-Engineers, rendered great assistance in superintending relief works.

25 Mr H B Williamson surveyed, aligned and estimated the line from Gwalior to Bhind, and from March 1897 was placed in sole charge of the Sipri and Bhind lines. He ~~also~~ gave valuable assistance in the matter of village relief works by designing and constructing two large *bandhs* at Amah Ami, near Raipur on the Sipri line. Sub-Engineer Hardwar Lal also afforded great assistance.

26 In March 1897, the Durbar sanctioned the engagement of Mr T W Armstrong as Irrigation Engineer. Since his engagement Mr Armstrong has designed and constructed at a cost of about Rs 18,000 a fine *bandh* at Tonga, in the district of Subalgarh, commanding an area of 1,200 acres or so, and has under reconstruction or repair several old and important works in that neighbourhood. Three large works have been designed and are under construction in the centre of the waterless forest of Kaiahal. When completed a great extension of cultivation in that quarter may be looked for. An allotment of Rs 20,000 has also been made for the construction of wells in the Sheopur district under Mr Armstrong's superintendence, a work of difficulty, as the wells have to be driven through solid rock. Mr Armstrong has given much valuable aid and advice in the construction of minor works and is now preparing plans for dams on the Parbatti and Morar rivers as well as on the Chachoond river near Tekanpur. This latter work is calculated to command 8,000 acres.

27 The relief camps on the Daboh-Bhandere Road and on the Sipri and Bhind Railways were superintended very efficiently by Pandit Nathu Ram Misr, Munshi Nur Khan, Pandit Dattoo Pruthi and Munshi Ghulam Abbas, all officials of the Land Records Department, in addition to their ordinary work. My assistants, Pandit Gopal Ram, Munshi Jugal Kishore,

Munshi Balmukand and Babu Mahima Chander Jowardar, constantly travelled about, in all weathers, inspecting, reporting and carrying out orders, receiving no extra allowance or reward. Since all of them have been more or less seriously ill with fever, it may be accepted that they worked most loyally regardless of exposure. Equally hard worked, but with less exposure, my personal Assistant Babu Hem Chandia Mukerjee has rendered very great service, and I must further mention Pandit Ram Krishna Abahjee, Secretary, Board of Revenue, to whom I am under great obligations, and also to Munshi Balmukand, Superintendent, Irrigation Works.

28 His Highness the Maharaja Sahib took special interest in the organisation and maintenance of the poor-houses for Lashkar and Gwalior cities, personally visiting them from time to time. Their management was kindly undertaken by Mr J W D Johnstone, Inspector-General of Education, whose report is attached (Appendix B).

29 All medical arrangements on works and in poor-houses were superintended by Surgeon-Lieutenant-Colonel A M Crofts, Medical Officer to His Highness. His report is likewise attached (Appendix C).

30 During the continuance of *Moharram* in June last, His Highness ordered cooked food to be distributed daily to all who chose to come for it, the food to be consumed on the spot. The distribution to the enormous crowds who attended, all the poorest of the poor, was most efficiently managed, and was a triumph of organisation. 250,000 persons were thus fed for one day at a cost of Rs 31,250.

31 In commemoration of Her Majesty's Diamond Jubilee, His Highness in June last, passed orders remitting arrears of revenue to the extent of sixty lakhs out of a total of Rs 73,95,000 due up to June 1896. Subsequently, on further consideration of the troubles that the people had passed through, His Highness passed orders remitting the whole sum and cancelling all arrears of rent for the same period. Thus a vast load of debt has been lifted from the shoulders of the people which will surely encourage them to turn with greater vigor to the task of bringing cultivation up to its former level.

32 In June last the Board of Revenue placed Rs 97,100 at the disposal of the distressed districts to advance to cultivators for the purchase of bullocks. In ordinary years at the commencement of operations for each harvest, sanction is given to the district treasurers to advance money to zemindars for seed. All such advances are recovered for the treasurers by the State along with the revenue. This year orders were passed by the Board, on the application of district officials, sanctioning amounts for seed for both harvests exceeding by several times the average allotments.

33 The Local Committee of the Charitable Relief Fund have recently received from the Central Committee at Indore allotments aggregating Rs 49,000, while three bales of cloth were sent direct by the Calcutta Committee. Of the cloth, one bale was stolen from the Railway and compensation for it recovered in cash, the contents of the remaining bales were distributed to the poor. Of the money Rs 5,000 were made over to the Medical Officer to His Highness for the purchase of blankets for distribution through the Vaccinating Staff, whose duties lie among the poor. Rupees 2,000 were allotted towards the support of the Orphanage kindly opened by Lady Michael Filose in June last, for the reception of those waifs for whom no other home could be found. Numbers of orphans left in the poor-houses have been adopted into respectable families, and Lady Filose has, at her own charge, taken those remaining. The number of inmates of the Orphanage is 41.

34 The balance of the allotment, about Rs 37,000, was made over to the Director Land Records, for distribution through the agency of that Department to needy cultivators for the purchase of seed and bullocks. Up to date the number who have received this form of relief amounts to 4,773 and much land has thus been sown, that would otherwise have lain waste.

35 In no previous famine, in this State, was much done to alleviate suffering, and the very genuine gratitude of the people for all that has now been done for them, has been accompanied with vivid surprise amongst those who can recall the past. Of the measures taken none have

been more appreciated than those connected with the grants from the Charitable Relief Committee. It would be difficult to over-estimate the extent of good-will which all measures combined have given birth to.

36 I may now say a few words as to the experience gained —

Were we again face to face with a similar calamity, I would resort to the system which has been followed since the central authority was established, *viz*, installation under Department Public Works management and on Famine Code principles of large trunk works, such as railway embankments, embanked roads, inundation canals, and tanks and *bandhs* of large size supplemented by village works confined to tanks and *bandhs* of small size to be executed either by zemindars aided by loans or by petty contractors, superintended by overseers under the orders of the Central Officer. In the latter case the State may look for a return by the levy of a water-rate on all land directly benefited. Suitable sites for irrigation works, large and small, are to be met with in nearly every square mile of the Gwalior and Isagarh Divisions. One thing greatly wanted this year was schemes cut and dried from which work could be promptly started. The Department Public Works office was barren, and the constant preparation of surveys, plans and estimates will in future constitute one of the most important duties of the Department. Banked and metalled roads through black soil tracts, are greatly needed in many parganas.

37 For gratuitous relief the State plan of sanctioning expenditure for daily doles of grain at the principal towns and postponing the opening of large organised poor-houses until private charity has clearly been exhausted, is, in my humble opinion, less demoralising to the people at large than if State poor-houses are opened from the very beginning.

38 The plan of authorising loans from district treasuries at low rates of interest to grain-dealers is distinctly a good one, and on a future occasion its benefits might be extended to zemindars. The suspensions of revenue last year undoubtedly led to a great deal of money remaining with zemindars, which was employed by those of the distressed districts in importing grain at a good profit. One of the features of the time was the extraordinary number of empty carts leaving Sikarwar, Bhind, Tomargarh and Gird Gwalior in all directions and returning after, perhaps, a month's absence, laden with grain. Supplies were drawn principally from Malwa, Sheopur (Gwalior), Sipri Kolaras (Gwalior), Kotah and Jhalra-Patan, and from the canal irrigated districts of the North-West Provinces. Thanks to the liberality of the Kotah Durbar in keeping export open, and, as I have been informed, suspending customs duties on grain, our largest supplies were drawn from thence. Imports by rail were also very large, consigned for the most part by Firms in the Muttra District.

39 It has been mentioned that the forests were opened free to grazing. Up to June 1896, all Forest lands were either let to contractors, or left, uncared for at the mercy of the neighbouring zemindars. From June 1896, the two principal forests, Karahal and Surwaya, were taken out of the contractors' hands and placed under the Director, Land Records, to be managed through an establishment. Thus when the Famine arrived, there was no question of paying any contractor compensation on account of those forests being thrown open. This experience, may, I trust, incline the Durbar to consider the propriety of taking under direct management, all Forest land throughout the State.

40 I may now close by briefly summing up some of the figures shown in the appendices. The unexpended portion of the amount shown as allotment for Railways, would have been fully spent had there been more people resorting to Bhind and Sipri Railway works, and really represent how more than sufficient were the allotments made. The whole of the balance is now being spent on work carried out by contract, and, at the present time of writing, on all the railways, contractors are finding great difficulty in getting sufficient labour at the market rate of wage. The balance under village relief works may be taken as the measure, in a way, of one of my greatest difficulties, *viz*, to make the district officials act

up to the intentions of the Durbar, and use, in a rational manner, the means so liberally placed at their disposal

	Rs
Amount allotted by the Durbar for all forms of relief	29,05,378
Amount actually expended, excluding establishments, tools and plants and Expenditure by the Department Public Works and Gooma Bara Railway on works requiring skilled labour	20,79,767
Amount of arrears of Revenue remitted	73,95,000
Amount remitted for Neemuch District	25,000
Amounts advanced to other States in Bundelkhand and Baghelkhand	<u>11,98,800</u>
Numbers relieved at unskilled labour in units of a day	1,07,06,938
Numbers at unskilled labour in units of a day gratuitously relieved	25,35,420
Total number relieved	13,242,358

DUNCAN G PITCHER, COLONEL, I S C,

*Director of Land Records and Central Officer for Famine Relief,  
Gwalior State*

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## APPENDIX A.

## GOONA-BARA RAILWAY

## REPORT ON FAMINE WORKS

So early as the beginning of 1896, the failure of the local crops and consequent scarcity and high prices in the Goona district were taking noticeable effect. The survey for the Goona-Bara Railway had only just been put in hand, but to enable relief works to be started at once the construction of the Gwalior Section was sanctioned by the Government of India, *vide* telegram No 254R C of 24th February 1896. My services were applied for on 9th March, and I joined on 19th, and made an immediate start with what assistance I could pick up locally.

2 The numbers on the first day were close on 200 and these increased rapidly at the end of the month, the number being 1,000 and the flow steadily coming in as the people began to appreciate the advantage of ready payment, the number having risen to 2,500 by the second week in April, and further increased to 5,000 a month later. The work was earthwork in big bank and paid for at our Railway schedule rates by cowries—so many per basket according to lift and lead.

3 I at once arranged with the help of the Medical Officer C I H for a thorough protection of all sources of water-supply and for proper sanitary precautions to be observed—a sanitary staff being appointed. Several new wells where found necessary were also dug. The wisdom of this early action was soon apparent as, whilst in Goona bazar and cantonment, cholera was most prevalent during the following hot weather, the Railway works, beyond one small outbreak which was traceable to outside and which was at once stamped out, were completely free, and at no period since, though at times we had so many as 24,000 labourers on the works, has there been a single outbreak of epidemic disease. I attribute this immunity to the very careful precaution taken from the very first, a procedure most specially necessary when dealing with famine people, many of whom in the latter portion of the year joined the Railway after a long tramp from Northern Gwalior in a very low state of health and condition.

4 The early start made with relief works in the Goona district was a blessing to all and prevented any real damage being done as there was work at hand both for labourers and for their bullock carts, the latter being used for carriage of ballast and bridge materials—before all the boardings of the labourers had been expended. Notice having been sent to all parganas, large numbers of famishing people streamed to the Railway down the Agra-Bombay Road, bringing in their train others from across the borders from the North-Western Provinces and from the Central Provinces. Many reached the works too weak to avail themselves of the work offered, and for these a special work—a large Nala diversion near the Parbati river through soft soil—was set aside to be worked on regular famine principles, but we found that any who were fit to work at all preferred our Railway construction methods in preference to being forced to do allotted tasks, and they quickly drafted themselves into the regular earthwork gangs, and those 'who were fit only for charitable relief' alone remained.

5 This work acted, though, as a sort of rest-camp where newly joined labourers could get a meal for a minimum amount of work, but no worker would stay longer than necessary to enable him to join the regular gangs. From this it was abundantly evident that our ordinary Railway rates were all that was required, it being only necessary to see that the system of cowry payment was adopted.

6 Each contractor made his own arrangements for collecting and cashing cowries at the end of the day and supplied all the necessary tools and baskets and staff to superintend, and there was never any complaint from the labourers, who worked just so much as they pleased with no fixed task, but got payment for so much as they carried. The ploughs were used in the soil-pits to loosen the earth, plough bullocks and diggers the contractors paid by the day. On one length of 400 feet only there were, for a very considerable period, over 2,000 carriers, 150 diggers and 50 pairs of bullocks, this was a length of high bank with a large berm near the



Parbati river The special Famine Commissioner for Central India, Colonel Thornton, visited the Railway famine work on 10th February 1897 and, I understand, was well satisfied that the arrangements met all that was desired in regard to the workers, but to meet the case of those too far gone for work, he suggested my opening poor-houses wherever found necessary. About this time more and more real starvation cases were turning up. I found we must open poor-houses at Mhow near a very heavy cutting 7 miles from Goona at Rotai, where the Railway again touched the Agra-Bombay Road 13 miles, and where we caught the travellers coming both up and down the road, at Rajnakhari, 3 miles further on, where we had very heavy work, and at Parbati, 23 miles from Goona. These poor-houses did a great deal to save life and were a real necessity. A cook-house and a shelter were run up and a subordinate placed in charge of each and the Railway Medical staff made daily visits to the camps, while myself and others of our staff made surprise visits as often as possible. We found it necessary to have fixed hours for meals, as it was discovered that the Rotai starvation cases would, after breakfast, take a quiet stroll to Rajnakhari at mid-day for a second meal and returned to Rotai again for a late tea. Rajnakhari I closed as soon as possible, and also Parbati, transferring any cases to Rotai. Mhow poor-house I closed at the end of May, sending all those who could not walk, close on 100, into Goona to the large poor-house maintained there by the Gwalior Durbar. Rotai I had to keep going till August, as there were yet many poor people who were coming off the work or travelling up the road, who otherwise would never have got further. The expenditure on the poor-houses for food was a little over Rs 3,000 for which we gave 60,000 meals, the actual cost being Rs 3,173, but in addition to this the cost of shelter, cook-houses, cooking vessels, &c, amounted to some Rs 1,000, so for charitable relief some Rs 4,000 has been spent but this does not meet the whole extra cost due to famine as I had to employ extra medical staff and a very large staff of sanitary peons and Inspectors, these were on the Railway works and have been charged against the regular estimate. All the work done has been at our ordinary schedule rates, and for the good work done will rank with any famine work in the country. It has been argued that the Goona-Bara Railway was not a famine work, but I would more particularly term it a "Famine Protection Work".

7 But for the early start of this work scarcity would have been most severely felt in the Goona district and the opening of the works just came in time to prevent real damage. For those who travelled down from Northern Gwalior the Railway works were, real famine relief, none the less that they were carried out without having recourse to the Famine Code scale of payment, but were carried out on business principles, the labourers being paid the market value of the work done.

8 At the early stages the whole labour on the works was properly famine labour, that is, those who, but for the Railway, would have had no work, but later as the construction of culverts was taken up a certain proportion of skilled labour was attracted. A fair estimate I made at the time from a census taken was that three-fifths of the total number at any time on the works were real famine cases, whose ordinary occupation was in abeyance in these times of famine and scarcity, and who, but for the work, would have starved or been sorely distressed.

9 The actual figures on the works during the periods March 1896 to September 1896 and from October 1896 to September 1897, by which latter date the famine may be said to have collapsed, are as follows —

	Total number employed for one day
March to 30th September 1896	810,761
1st October 1896 to 30th September 1897	4,003,778

During the first period the whole 810,761 may be classed as famine labour, as before noted by me, and of the latter two-fifths was skilled and three-fifths, or 2,403,474, as famine labour.

The total number of persons employed on relief work for one day is therefore	3,214,235
And the number on gratuitous relief	59,764

GRAND TOTAL 3,273,999

GOONA, C I }  
The 4th December 1897 }

(Sd) H B TAYLOR, *M Inst, C E,*  
*Engineer-in-Chief, Goona-Bara Railway*

*Additional notes supplied by C JUDD, Esq, C E, Personal Assistant to Engineer-in-Chief  
Goona-Bara Railway, in reply to enquiries from the Central Officer for famine relief*

I—Approximate expenditure on unskilled labour from commencement to October 1897 is about Rs 6,50,000

II—The approximate date from which famine labourers, pure and simple, ceased to arrive was about the end of May 1897, but at this time there were a large number of them still working on the line

- (1) The expenditure noted above is entirely for Tonk and Gwahior, as work has only commenced lately in Kotah
- (2) The amount spent from March 1896 to October 1897 on skilled and unskilled labour is Rs 13,88,000
- (3) The difference between the supply of unskilled labour this season and last is very marked. This season there is a great difficulty in obtaining sufficient unskilled labour, and contractors on this line will probably have to import labour for earthwork on the Kotah Section, whereas last year very little, if any at all, of the unskilled labour was imported, the villagers flocking to the line from all parts of the Gwahior State
- (4) This time last year the unskilled labour on the Gwahior Section alone was 9,000, now the unskilled labour on the whole line does not exceed 3,000
- (5) This shows very clearly the distress existing throughout the whole of last season and the immense relief afforded by the Railway
- (6) This time last year and throughout the cold weather, large numbers of people from the outlying districts in the Gwahior State were finding their way to the Railway, whereas now very little labour of this class is to be seen coming in
- (7) As a rule, the longer a railway goes on the better known it becomes, and labour is usually more plentiful the second and third year than the first
- (8) The reverse in this case goes to prove that the unskilled labour employed on the Railway was almost entirely of a local character, and not of the description that goes from one railway to another
- (9) And if there had been no work to give employment to this large class, it seems certain that the distress throughout the State would have been much more widely felt
- (10) For these reasons, the Railway might be classed as a famine relief work, as well as a famine prevention work

*Average number of unskilled labour employed daily*

MONTH	YEAR	
March	1896	1,500
April	"	2,100
May	"	4,400
June	"	4,600
July	"	2,500
August	"	4,100
September	"	4,500
October	"	6,300
November	"	7,500
December	"	9,000
January	1897	10,000
February	"	13,000
March	"	13,500
April	"	11,350
May	"	9,300
June	"	10,500
July	"	4,800
August	"	3,300
September	"	2,500
October	"	2,200

13th December 1897

## APPENDIX B.

No 1062

To

THE PRIVATE SECRETARY

TO HIS HIGHNESS THE MAHARAJA SCINDIA,

LASHKAR

*Dated the 2nd November 1897*

SIR,

I have the honor to submit, herewith, for the information of His Highness, a short report on the Gwalior Poor-House for the month of August and 15 days of September. As the Poor-House was closed on 15th September, this will serve as a general report on the Poor-House.

From the end of July the number of inmates rapidly decreased. This decrease was effected partly by encouraging the people to go to their houses and partly by drafting off the able-bodied with their dependants to the Railway works at Chumka. Many of the latter, finding themselves near their native villages, left the works and went home. Thus on the 15th September, the date on which it was decided to close the Poor-House, there remained about 300 inmates. As the monsoons had been very favourable, and prospects were in every respect good, it was deemed advisable to discharge all the inmates and send them to their homes. To save them from hardship, as far as possible, each one received a small gratuity, and each family a blanket. For the women clothes had been received from the Indian Charitable Famine Relief Fund, and a few *dhotis* were purchased from State Funds for the males. Those inmates who belonged to the State were sent to their villages in parties, which were placed in charge of one of their own members. The few patients remaining in the Poor-House were, with the consent of the Medical Department, distributed among the Hospitals in Morar and Gwalior, while foreigners were supplied with Railway Tickets to their various destinations. It is hoped that, by these means, all the inmates will have returned to their homes with as little hardship as was possible in the circumstances.

The Gwalior Poor-House was opened by order of His Highness the Maharaja on 27th April 1897, owing to the great distress prevailing in parts of the State and to the excessive increase of mendicancy in Lashkar, Gwalior and Morar, and, as above mentioned, it was closed on 15th September 1897, the famine being by that time virtually at an end. From 27th to 29th April the inmates were fed by the Kotwal of Lashkar. From 30th April to 11th May the Poor-House was under the superintendence of Bala Saheb Guruji, and from the 12th May to 15th September it was under my charge.

\*            \*            \*            \*            \*            \*            \*

\*            \*            \*            \*            \*            \*            \*

The following abstract statements will show the working of the Poor-House during the months that it existed —

Number of inmates fed in—

April (1 day only) and May	.	..	.	96,976
June	.	.	.	85,703
July	.	.	.	103,341
August	.	.	.	39,019
September (15 days)	.	.	.	8,200
Total				<u>333,248</u>

## Number of deaths in—

April (1 day) and May	.. . . .	183
June	.	141
July	.	261
August	.	237
September (15 days)	.	42
Total		<u>864</u>

The great majority of these were cases of debility, and dysentery or diarrhoea caused by weakness. The increase in July and August is probably to be accounted for by the fact that as the season went on the new-comers admitted to the Poor-House arrived in an increasingly emaciated and enfeebled condition.

## Total expenditure during—

	Rs a p
April (27th to 30th) and May	10,119 7 2
June	6,316 13 9
July	7,263 1 7
August	3,671 13 6
September (15 days)	1,450 2 0
Total	<u>28,821 6 0</u>

## Out of the above, the expenditure on establishment was in—

	Rs a p
April and May	1,189 11 0
June	.. 1,720 5 0
July	.. 1,227 11 3
August	.. .. 943 3 3
September (15 days)	.. .. 382 12 6
Total	<u>.. 5,463 11 0</u>

On the closing of the Poor-House and the discharge of the inmates, the following expenditure was incurred, which is included in the above-named total of Rs 28,821-6-0 —

	Rs a p
Blankets and dhottis	287 1 6
Gratuities	219 9 0
Railway Fares	64 14 0
Carriage of Hospital Patients	.. 5 13 0
Total	<u>.. 577 5 6</u>

The average cost throughout the whole period including rations, establishment, gratuities, clothing and Railway expenses was 13 3 pies Imperial per head per day.

In submitting this report, I venture to hope that His Highness will approve of the manner in which the Poor-House has been administered and of the measures therein taken to alleviate distress.

I have the honor to be,

SIR,

Your most obedient servant,

(Sd) J W D JOHNSTONE,

*Inspector-General of Education, Gwalior State*

## APPENDIX C.

*Report showing the number of patients, &c, treated in the Famine Relief Works Hospitals, in the Gwalior State, during the year 1897.*

In March it was found necessary to open poor-houses and relief-camps, with hospitals attached, for the relief of the famine-stricken people of Gwalior, and there were established at Goona, Morar (Gwalior), Pannihar, Badroli, Bhandere, Daboh and Birkheri, and continued open until there was no further necessity for them. The last hospital being closed at Goona on the 31st December, the few remaining patients being transferred for treatment to the Charitable Dispensary at that station.

2 The total treated was 6,503, of which 5,501 were intern and 1,002 extern patients, the average daily sick treated being 376.69

3 By far the greater number of admissions were at Goona which may be said to be the half-way house between the Northern Gwalior districts, where distress was most acute, and Malwa, where there was little or no famine, many of the famine-stricken crowds migrating to Malwa, being unable to proceed further than Goona, became inmates of the poor-house established there.

4 Of the 5,501 intern patients treated, 2,585 were discharged cured, 514 relieved, 705 discharged otherwise, and 1,697 died.

The principal causes of admission into hospital in their order of frequency were as follows —

Dysentery and Diarrhoea	2 498
General debility	8 45
Malarial fevers	4 39
Diseases of the eye	2 22
Ulcers	2 35
Diseases of the nervous system	2 24
Cholera	1 75
Rheumatism	1 72
Diseases of the skin	1 36

Owing to test works being started early in the year throughout the districts, where signs of famine were most evident and the fact that work was always obtainable on the Goona-Bara, and Bhind-Gwalior-Sipri Railway lines under construction, as well as on famine works connected with the making of roads and *bandhs*, &c, the number of deaths occurring from causes due to famine outside the poor-house and relief-camp hospitals, were exceedingly few.

As might be expected, the mortality was principally due to dysentery, diarrhoea while cholera caused 80 deaths. This decrease appeared at only three places, namely, Gwalior Poor-house and Bhandere and Daboh Relief-camps, and lasted for a comparatively short time.

The first case occurring at Gwalior on 7th May 1897, and last case on 14th August 1897.

The first case occurring at Bhandere on 5th June 1897, and last case on 26th July 1897.

The first case occurring at Daboh on 2nd June 1897, and last case on 16th June 1897.

The number of cases which occurred and the mortality being as follows —

	No. of cases	Deaths
Gwalior Poor house	75	22
Bhander Relief camp	48	24
Daboh do	52	34

MEDICAL OFFICER'S OFFICE,  
Gwalior State  
Gwalior, the 10th January 1898

A M CROFTS, SURGN-LIEUT-COL.,  
Medical Officer to H H the Maharaja Scindia

*I—Rainfall Statement*

Districts	1894-95	1895-96	1896-97	1897 up to November	REMARKS
Gird Gwalior	17 15	18 9	11 45	30 76	
Tomarghar	25 15	23 64	9 28	34 9	
Sikarwar	24 16	13 97	5 5	29 87	
Sabalgarh	28 65	18 86	13 42	29 84	
Sheopur			15 18	34 30	
Bhind	29 76	26 74	13 45	35 79	
Bhandere	31 31	27 26	24 40	28 74	
Narwar	26 62	18 39	15 76	26 99	
Average Gwalior Prant	26 11	20 99	13 50	31 30	
Bhilsa	Not received		38 76	44 96	
Moongaoli	Do		26 25	29 66	
Isagarh	Do		26 80	26 45	
Bayrangarh	Do		25 50	26 84	
Chanderi	Do		21 54	30 65	
Average Isagarh Prant			27 77	31 71	

18-28

II — Statement showing population, total area and area in acres under each harvest from 1894-95 to 1897-98

( 10 )

Name of Prants	Districts	Population	Total area in square miles	Cultivated area in acres	SAMBAT 1951 (1894-95)						SAMBAT 1952 (1895-96)					
					KHARIF IN ACRES			RABI IN ACRES			KHARIF IN ACRES			RABI IN ACRES		
					Irrigated	Dry	Total	Irrigated	Dry	Total	Irrigated	Dry	Total	Irrigated	Dry	Total
Gwalior	Bhind	222,544	558	107,081	1,482	142,089	143,571	3,160	132,309	135,469	2,485	120,951	123,436	5,932	130,490	136,422
	Tomarighar	173,151	722	160,149	590	116,524	117,114	3,605	119,590	123,195	1,258	109,994	111,252	6,344	89,119	95,463
	Gard	189,147	1,163	136,636	6,711	82,154	88,865	5,229	108,010	113,239	8,143	69,163	77,306	9,778	103,837	113,615
	Sikarwan	129,355	645	155,142	1,025	123,829	124,854	3,391	93,696	97,087	1,306	126,160	127,466	6,316	63,658	69,974
	Subalgarh	112,713	1,121	129,808	1,835	100,386	102,221	6,473	52,198	58,671	2,308	92,961	95,269	9,016	43,640	52,656
	Narwar	135,992	1,293	145,972	4,841	108,374	113,215	6,001	70,378	76,379	4,520	93,657	98,177	8,003	68,685	76,688
	Bhandere	162,739	544	172,877	826	117,890	118,716	2,360	109,693	112,053	797	99,871	100,668	4,325	107,722	112,047
	Sheopur	89,190	1,291	137,607	188	77,163	77,351	782	71,497	72,279	270	73,515	73,785	924	67,408	68,332
	Total of Gwalior Prant	1,214,831	7,637	1,235,272	17,498	868,409	885,907	31,001	757,371	788,372	21,087	786,272	807,359	50,618	674,559	725,197
	Bhilsa	190,526	1,414	260,952	666	102,728	103,394	818	274,673	275,491	799	94,115	94,914	835	219,406	220,241
Isargarh	Isargarh	126,524	1,208	154,203	663	99,615	100,278	1,199	106,650	107,849	804	108,215	109,019	2,262	101,145	103,107
	Moongaozh	114,869	948	105,355	195	79,886	80,081	416	103,427	103,843	337	61,033	61,370	635	92,144	92,779
	Chandari	198,185	1,233	165,115	3,563	149,133	152,696	26,685	48,416	75,101	3,218	144,805	148,023	34,262	27,229	61,491
	Bairnagarh	99,400	1,047	109,712	772	81,779	82,551	3,617	81,017	84,634	854	69,420	70,274	4,661	79,456	84,117
	Total of Isargarh Prant	729,504	5,850	795,337	5,859	513,141	519,000	32,735	614,183	616,918	6,012	477,588	483,600	42,655	519,380	562,035
	Total of Gwalior and Isargarh Prants	1,944,335	13,487	2,030,609	23,357	1,381,550	1,404,907	63,736	1,371,554	1,435,290	27,099	1,263,860	1,290,959	93,293	1,103,939	1,287,232

Name of Prants	Districts	SAMBAT 1953 (1896-37)										SAMBAT 1954 (1897-98)				REMARKS		
		KHARIF IN ACRES					RABI IN ACRES					KHARIF IN ACRES						
		Sown			Harvested		Sown			Harvested		Irrigated		Dry			Total	
		Irrigated	Dry	Total	Irrigated	Total	Irrigated	Dry	Total	Irrigated	Total	Irrigated	Dry	Total	Irrigated		Dry	Total
Gwalior	Bhind	1 357	174,667	176,021	102,811		14,081	13,424	27 505	10,966		1,868	154,645	156,513				
	Tonmarghar	879	148,860	149,739	43,588		11,960	3,119	15,079	9,655		1,489	101,140	105,629				
	Gird	4 467	103,007	107,474	58,552		16,760	20,021	36,781	28,732		4,942	98 882	103,824				
	Sikarwar	1,415	142,380	143 795	42,449		13,311	3,278	16,589	13,465		367	125 571	125,938				
	Sabalgarh	2 030	113,765	115,795	84,612		14,743	5,930	20,673	11,030		1,231	118,599	119 830				
	Narwar	3 634	112,273	115,907	79,858		10,680	32,346	43,026	39,354		2,820	114,943	117,763				
	Bhandere	655	133,715	134,370	109,507		10,604	37 587	48,191	37,603		421	120,989	121,410				
	Sheopur	207	95,638	95,845	51 516		1,100	41,331	42,431	38,984		149	97,974	98,123				
	Total of Gwalior Prant	14,614	1,024,305	1,038 949	572,953		91,239	157 036	250,275	189,789		13 287	935,743	949,030				
	Isargarh	Bhilsa																
Isargarh		860	123,085	123,945	100,978		1,479	138,955	140,434	89,503		632	162,515	163,147				
Moongaoh		570	114,804	115,374	96,271		4,077	34,487	38,564	31,260		311	119,898	120,209				
Chanderi		242	83,414	83,656	79,419		1,269	22,582	23,851	17,187		104	92,817	92,921				
Bajrangarh		3,086	151,035	154,121	95,503		34,958	5,583	40,541	40,269		2,147	152,391	154,538				
Total of Isargarh Prant		595	88,178	88,773	85,499		6,266	20,661	26,927	25,453		426	99 718	100,144				
Total of Gwalior and Isargarh Prants		19,997	1,584,821	1,604,818	1,030,623		141,288	379,304	520,592	402,461		16,907	1,563,082	1,579,989				



### III — Statement showing Demand and Collections of Revenue and Cesses for Sambat 1953

DIVISION	Name of District	Revenue and cesses	Collections	REMARKS
		Rs   a   p	Rs   a   p	
GWALIOR	Bhind	6,55,546 2 6	1,89,888 12 9	
	Tomargarh	5,66,766 8 6	42,407 12 0	
	Gird Gwalior	5,62,254 13 6	1,24,197 4 3	
	Sikarwar	5,22,530 15 9	82 979 15 6	
	Sabalgarh	4,63,839 15 0	3,09,715 4 0	
	Narwar	4,38,263 13 9	2 70,285 0 6	
	Bhandere	4,14,569 15 0	2,46,548 14 0	
	Sheopur	3,33,356 10 0	2 93 896 14 0	
	Total	39,57,128 14 0	15,60 219 13 0	
ISAGARH	Bhilsa	5,07,410 11 6	2 03,239 0 10	
	Isagarh	3 00,937 1 9	1,57,943 5 3	
	Moongaoli	2,30,236 1 0	1,05,453 15 0	
	Chandern	2,27,252 9 6	1,50,260 0 9	
	Bayrangarh	2,31,370 11 3	1,55 537 2 8	
	Total	14,97,207 3 0	7,72,433 8 6	
MALWA	Ujjain	10,64,882 3 6	10 64,361 15 6	
	Mandesore	7,05 116 2 9	7,04,889 3 9	
	Agar	7,48,211 10 6	7,48,199 3 6	
	Shajapur	10,14 082 4 3	10,13,735 13 0	
	Neemuch	3,27,896 15 7	3,26,121 15 4	
	Amjhera	1,06,216 10 9	1,06,216 10 9	
	Total	39,66,405 15 4	39,63,524 13 10	
	GRAND TOTAL	94,20,742 0 4	62,96,178 3 4	

### IV — Statement of Tanks and Bandhs constructed from 6th October 1896 to 30th September 1897, showing also labour employed and area irrigable

Name of District	No of parganas	NO OF WORKS			Estimated cost	Labourers employed on works up to date	Average No of labourers per day	ESTIMATE OF AREA IRRIGABLE THEREFROM IN BIGHAS 1 BIGHA = $\frac{1}{2}$ ACRE			REMARKS
		Finished	In progress	Total				Inside Tank	Outside Tank	Total	
					Rs						
Gird Gwalior	4	97	17	114	1,11,422	307,213	585	5,481	8,660	14,141	
Bhind	5	63	10	73	39,495	72,650	150	3,611	2,386	5,997	
Tomargarh	5	59	4	63	45,278	129,023	105	5,125	2,090	7,215	
Sikarwar	3	29	5	34	22,127	79 937	117	1,465	310	1,775	
Narwar	4	21	8	29	37,305	127,652	289	1,555	1,260	2,815	
Sabalgarh	2	6	1	7	3,266	11,636	—	290	210	500	
Bhandere	3	6	2	8	21,540	85,150	51	865	120	985	
Total	26	281	47	328	2,80,433	813,261	1,297	18,392	15,036	33,428	

Note — 1 By 1st November only 34 remained incomplete. These, it is hoped, will be completed by 1st January 1898

2 Of the above works 328 in number, 11 are tanks for drinking water for cattle, while two are canals cut from rivers on which dams have yet to be built for which therefore no area is yet shown

28

( 21 )

V — Statement showing Loans given to Zemindars and Cultivators from 1st October 1896 to 1st October 1897, for re-construction of old masonry wells and construction of new ones

Number	Name of District	NUMBER OF WORKS			Money advanced	REMARKS
		New	Old	Total		
					Rs	
1	Gird Gwalior	119	179	298	39,766	
2	Bhind	44	108	152	19,386	
3	Tomarghar	31	323	354	43,968	
4	Sikarwar	86	342	428	47,104	
5	Narwar	60	133	193	13,770	
6	Sabalgarh	17	16	33	5,767	
7	Bhandere	29	22	51	5,553	
	GRAND TOTAL	386	1,123	1,509	1,75,314	



Statement showing the total number of Workers for each day of the month, i.e., the sum of the daily totals—(contd.)

Districts	SEPTEMBER 1896		OCTOBER		NOVEMBER		DECEMBER		JANUARY 1897		FEBRUARY		Districts
	Number on relief works	Number on gratuitous relief	Number on relief works	Number on gratuitous relief	Number on relief works	Number on gratuitous relief	Number on relief works	Number on gratuitous relief	Number on relief works	Number on gratuitous relief	Number on relief works	Number on gratuitous relief	
Bhind											37,086	6,405	Bhind
Tomargar											48,412	27,041	Tomargar
Gud											4,074	2,352	Gud
Sikarwar											28,728	3,038	Sikarwar
Sabargarh													Sabargarh
Narwar											10,500	330	Narwar
Bhandare	2,723												Bhandare
Sheopur													Sheopur
Bhilsa											162,736	59,360	Bhilsa
Isargarh	13,034										10,276	6,034	Isargarh
Moongroli	4,382	23,660									3,136	2,961	Moongroli
Chanderi	1,722	980									16,422	1,092	Chanderi
Byrangarh											252	6,336	Byrangarh
Village Relief			11,217	266	121,975	98	137,403	318,871			126,518		Village Relief
Total	21,861	24,640	14,217	266	121,975	98	137,403	318,871			418,140	114,989	Total
Public Works Department figure			12,565	686							116,403		Public Works Department figure
Railways													Railways
State Poor Houses at Gooma and Lakhkar Gwalior				7,029		8,505			8,702			6,348	State Poor Houses at Gooma and Lakhkar Gwalior
Total			12,565	7,715	8,505		7,256		8,702			6,348	Total
GRAND TOTAL	21,861	24,640	26,782	7,981	121,975	7,351	137,403	318,871	8,702		564,513	121,537	GRAND TOTAL

Statement showing the total number of *Woolies* for each day of the month, i.e., the sum of the daily totals—(contd.)

Districts	MARCH 1907			APRIL			MAY			JUNE			JULY			AUGUST			Districts
	Number on relief works	Number on gratuitous relief	Number on relief works	Number on relief works	Number on gratuitous relief	Number on relief works	Number on relief works	Number on gratuitous relief	Number on relief works	Number on relief works	Number on gratuitous relief	Number on relief works	Number on relief works	Number on gratuitous relief	Number on relief works	Number on gratuitous relief	Number on relief works	Number on gratuitous relief	
Bhind	77,553	35,238	19,922	7,637	4,865	35,392	32,557	29,344	28,819	13,510	700	9,807	28,819	13,510	700	9,807	28,819	13,510	Bhind
Tomargarh	80,731	76,986	13,911	46,711	14,501	34,489	30,408	31,647	16,401	27,314	2,009	12,068	16,401	27,314	2,009	12,068	16,401	27,314	Tomargarh
Gird	71,764	20,839	74,298	43,988	8,813	116,123	94,192	12,096	73,094	12,167	12,838	5,348	73,094	12,167	12,838	5,348	73,094	12,167	Gird
Sikarwar	29,603	13,272	9,310	5,201	9,786	3,593	16,345	8,785	11,592	8,000	4,410	4,667	11,592	8,000	4,410	4,667	11,592	8,000	Sikarwar
Sabalgarh	6,412	5,957	1,162			22,095	40,264	1,575	1,330	3,610		3,108	1,330	3,610		3,108	1,330	3,610	Sabalgarh
Narwar	73,514	7,350	53,508	3,962	7,875	45,367	44,681	13,195	44,996	9,772	16,164	7,238	44,996	9,772	16,164	7,238	44,996	9,772	Narwar
Bhandere	3,493	595	10,962	6,209	8,183	51,772	121,009	17,692	24,934	12,525	5,348	3,185	24,934	12,525	5,348	3,185	24,934	12,525	Bhandere
Sheopur																			Sheopur
Bhilsa	182,000	170,198	44,359	30,933	62,202	37,268	18,235	57,946	13,496	14,119		19,173	13,496	14,119		19,173	13,496	14,119	Bhilsa
Isargah	18,326	70,560	7,638	13,741	5,618	14,917	9,835	5,341	3,752	14,784	658	4,249	3,752	14,784	658	4,249	3,752	14,784	Isargah
Moongroli	31,836	26,096	18,270	7,581	15,155	12,082	7,105	6,195	336				336				336		Moongroli
Chandari	29,631	21,043	4,326	4,151	6,937	4,317	7,322	5,698	133	2,828		2,338	133	2,828		2,338	133	2,828	Chandari
Bayrangarh	1,064	5,859	3,430	5,467		10,472	6,412		1,498				1,498				1,498		Bayrangarh
Village Relief																			Village Relief
Total	605,927	453,993	261,149	175,581	418,817	418,817	528,365	189,514	218,981	118,979	42,427	71,211	218,981	118,979	42,427	71,211	218,981	118,979	Total
Public Works Department figure	129,003		190,876		346,635	346,635	351,097	17,546	223,356	3,213	97,818		223,356	3,213	97,818		223,356	3,213	Public Works Department figure
Railways	588,744	7,728	822,815	28,490	791,252	791,252	544,427	56,287	321,447	10,451	194,796		321,447	10,451	194,796		321,447	10,451	Railways
State Poor-Houses at Gooma and Lashkar Gwalior		22,526		38,878				167,678		145,164		84,714		145,164		84,714		145,164	State Poor-Houses at Gooma and Lashkar Gwalior
Total	717,747	30,254	1,013,691	67,308	1,137,885	1,137,885	1,225,434	241,511	544,803	15,928	292,614	84,714	544,803	15,928	292,614	84,714	544,803	15,928	Total
GRAND TOTAL	1,323,674	484,247	1,274,840	242,949	1,556,702	1,556,702	1,753,799	431,025	763,781	277,907	335,041	155,925	763,781	277,907	335,041	155,925	763,781	277,907	GRAND TOTAL

Statement showing the total number of Workers for each day of the month, i.e., the sum of the daily totals—(concd.)

Districts	SEPTEMBER 1897				OCTOBER		NUMBER ON RELIEF WORKS			Total	NUMBER ON GRATUITOUS RELIEF			Total	Districts
	Number on relief works	Number on gratuitous relief	Number on relief works		Men	Women	Children	Men	Women		Children				
Bhind		2,282			80,427	79,345	72,257	232,029	38,739	36,541	33,868	109,088	Bhind		
Tomarighar	259	847			78,541	72,223	75,889	226,653	80,961	77,745	78,209	236,915	Tomarighar		
Gird	8,099	2,128			167,781	90,823	195,878	454,482	38,781	37,963	31,287	108,031	Gird		
Sikarwar	189	1,218			46,755	44,162	42,853	133,770	19,056	18,423	16,540	54,019	Sikarwar		
Sabalgarh		35			26,261	24,372	21,530	72,163	5,112	4,327	4,876	14,315	Sabalgarh		
Narwar	3,227	1,274			98,924	90,723	101,210	290,857	18,721	16,544	15,751	51,016	Narwar		
Bhandere	1,036	1,477			75,923	73,542	71,812	221,277	17,225	16,873	15,766	49,864	Bhandere		
Sheopur													Sheopur		
Bhilsa	616	16,450			341,415	152,971	127,963	622,349	267,231	205,168	143,083	615,482	Bhilsa		
Isargah		1,400			51,967	50,823	49,978	152,768	41,927	39,324	40,476	121,727	Isargah		
Moongrohi					52,741	50,212	45,881	148,834	28,809	28,078	27,533	84,420	Moongrohi		
Chanderi		560			24,882	24,341	23,269	72,492	17,761	16,875	15,318	49,971	Chanderi		
Byrangah					7,949	6,847	8,332	23,128	6,329	6,121	5,229	17,682	Byrangah		
Village Relief					351,974	243,867	123,143	718,984	149	147	68	364	Village Relief		
Total	13,426	27,671						3,369,786				1,330,897	Total		
Public Works Department figure	72,126							1,771,616	10,531	9,716	8,321	28,571	Public Works Department figure		
Railways	179,949							3,506,619	51,209	49,877	48,238	149,371	Railways		
State Poor Houses at Goom and Lakhkar Chahor		32,359						533,826	321,791	176,946	168,977	670,714	State Poor Houses at Goom and Lakhkar Chahor		
Total	252,077	32,359						8,708,051				818,609	Total		
GRAND TOTAL	265,593	60,060										2,179,506	GRAND TOTAL		

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VII — Abstract Statement showing allotments and actual Expenditure on Famine Relief in the Gwalior State from 1st March 1896 to 1st November 1897, in Chanderi Com

Items	Under what head allotted	Amount allotted	Expenditure	Number relieved for one day on work	Number on gratuitous relief	Total of columns 5 and 6	REMARKS
Gwalior and Isagarh Divisions							
1	Goonna-Bara Sipri and Bhind Railways	Rs 11,80,000	Rs 8,09,663	3,566,649	149,324		Includes for Goonna Bara, period from March to October 1897, and excludes Establishment tools and plants. Excludes Establishment tools and plants. Do do
2	Relief works under Public Works Department	3,56,739	3,56,739	1,771,616	28,571		
3	Relief works under Irrigation Engineer	66,000	22,844	76,901			
4	Village Relief works	7,14,380	3,94,637	3,369,786	1,330,897		Includes Establishment tools and plants. Estimated at 9 persons per rupee according to the average for village works
5	Advances to zemindars for pucca wells	1,82,554	1,82,554	1,642,986			
6	Do to zemindars for kutchha wells	31,000	31,000	279,000			
7	Do to traders in grain	2,69,250	1,66,855				* Rs 10,000 by private subscription in addition
8	Do to Jagirdars	22,625	22,625				
9	Goonna and Lashkar Poor houses	51,600	* 51,600		776,628		
10	Gratuitous relief at Moharman	31,250	31,250	.	250,000		
	Total	29,05,398	20,79,767	10,706,938	2,535,420	13,242,358	
	Total population of both Divisions	.	19,44,355				
	Population of seriously distressed area	.	7,71,800				
*	Percentage relieved on total population per day for 242 days, from February to September 1897		28				
*	Percentage relieved on population of distressed area per day for 242 days, from February to September 1897		7.09				
MALWA							
11	Village works and works under Public Works Department	53,737	9,090				Gratuitous relief met from private subscriptions and numbers therefore not given
12	Increase of assessment remitted for 1896-97	25,000					

\* Note — The incompleteness of reports of numbers on relief works and on gratuitous relief for the first 5 months renders it impossible to strike any accurate percentage of total population relieved

VIII.—Statement showing the Imports and Exports at each of the following Stations during the quarters ending 31st December 1895 and 1896, and the half-years ending 30th June 1896 and 1897 (In Maunds)

Station	OCTOBER				NOVEMBER				DECEMBER				HALF YEAR ENDING		HALF YEAR ENDING	
	1895		1896		1895		1896		1895		1896		30th June 1896	30th June 1897	30th June 1896	30th June 1897
	Outward		Inward		Outward		Inward		Outward		Inward		Outward		Inward	
Hetampur		10	34	46			55				230		12	12		5,0
Murena	25,928	1,668	1,763	2,339		15,671	1,865	12,912		1,510	18,032		55,281	8,126	13,997	89,63
Gadhori	842	359	9,319	48,609		148	20,147	55,593		37,820	1,48,969		784	3,015	2,23,031	3,38,019
Antra	729	27	330	1,687				496		36	625			9	1,277	4,927
Dargi	1,441		14	2,076		187	29			6	131			42	255	1,255
Basodra		355	2,711	4,942		276	613	894		561	427		1,163	2,333	4,819	3,883
Bhilsa	2,775	3,364	21,867	3,337		905	3,366	5,997		2,195	3,472		14,843	34,418	10,177	37,227
Mungwadi	539	393	933	3,273		262	259	566		9	149		141	1,913	15,070	3,891
Pipra	2,692		80	584		1,280		155		185	11		304	1,502	1,116	266
Pachur	12,632	1,186	589	3,107		10,401	172	207		1,960	813		2,951	16,891	15,337	1,870
Shadhoura	2,322		49	31		1,983	33	216		997	12		353	4,666	1,906	314
Pigara			48			186	7							48	17	32
Gura	15,747	2,853	355	4,431		34,045	251	10,160		28,830	5,602		41,508	17,690	72,865	15,110
Shuulpur		2,143		272		3,314				7,038			11,187	63,515	70	1,6
Malsi		2,861		38			64			1,507			37,730	6,754	163	1,170
Ujjan		4,818		132		61	1	31		3,853	291		1,37,650	19,179	8,315	8,116
Total	95,617	20,337	38,095	74,921		65,108	26,807	87,192		11,561	1,78,782		3,06,313	2,10,176	3,71,115	5,15,689





No 2748 of 1897

FROM

CAPTAIN A F PINHEY,  
*Political Agent, Baghelkhand,*

TO

THE FIRST ASSISTANT TO THE AGENT TO THE GOVERNOR-GENERAL  
FOR CENTRAL INDIA,  
INDORE

*Dated Baghelkhand Agency, Sutna, the 21<sup>st</sup> November 1897*

SIR,

I HAVE the honour to submit the following full report on the late famine in Baghelkhand, which may be said to have lasted for a whole year, viz, from the 1st of October 1896 to the 30th of September 1897. My frequent reports and regular monthly statements will have kept the Agent to the Governor-General informed of the progress of the famine and measures taken for the relief of distress in every part of the Agency. The object of the present report is to collect all the information that has been acquired during the famine within as brief a space as possible, and to offer a few suggestions on the working of the Famine Code for the Native States and the preparations to be made for a future famine, while full details regarding expenditure on relief measures, imports and prices of food-grains and the distribution of the money from the Famine Fund, will be found in the appendices

2 I propose to divide my Report into the following parts —

I — Causes which led up to the Famine

II — General remarks on the progress of the Famine

III — The working of the Famine Code for Native States, and special instructions issued by this office

IV — Special remarks on each State

V — Emigration

VI — Crime due to Famine

VII — Suggestions for future guidance

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## PART I

### *Causes which led up to the Famine*

3 In the Annual Report of this Agency for 1894-95 it is mentioned that the season had been a most unfortunate one for the agriculturist, following, as it had, two bad seasons, and the first we hear of relief works in Rewah was in the months of February and March 1895. Again, in the Report for 1895-96, it is stated that no rain having fallen during the months of September, October and November 1895, both kharif and rabi crops were much injured. Relief works had been going on during the year, and poor-houses had been opened at Sutna, Rewah and Maihar.

*Annual Reports*

4 A perusal of the more detailed reports for these years shows that, in 1893, untimely winter rain damaged the rabi crop. In 1894 excessive monsoon spoiled both the rabi and kharif crops, Rewah spent Rs 50,000 on relief works, remitted Rs 50,000 of land-revenue and advanced Rs 20,000 as *talavi*. In 1895 the monsoon finally closed on 15th September, there were no winter rains, only bandhs could be cultivated, the linseed crop was a total failure, wheat was only  $\frac{1}{4}$ th of normal, "masur" and "arhar" were damaged.

By the beginning of 1896 all hopes of even a fair rabi harvest had to be abandoned, prices had risen, and it was calculated that about 5 per cent of the population of Rewah, or 86,870 persons, would have to be relieved by the State during the hot-weather months. This estimate proved to be much exaggerated and, though distress became acute in parts of the Agency, there was no actual famine until after the monsoon, which, for the fourth year in succession, proved a failure.

5 Nevertheless it was found necessary to open small relief works in each State, and the following statement shows the expenditure incurred, and the number of persons relieved, during the first nine months of the year in Rewah, Nagode and Sohawal —

*Relief Works and Poor Houses from 1st January 1896 to 30th September 1896*

Name of State,	NUMBERS RELIEVED IN UNITS OF ONE DAY			COST		
	On relief works	In poor-houses	Total	For relief works	For poor houses	Total
				Rs a p	Rs a p	Rs a p
Rewah	534,222	109,894	644,116	35,357 4 2	2,517 5 1	37,874 9 3
Nagode	28,651	30,829	59,480	3,080 14 3	716 13 5	3,797 11 8
Sohawal	19,236	20,192	39,428	1,775 12 9	988 13 0	2,764 5 9

Besides the above expenditure suspension of revenue for the same period in Rewah amounted to Rs 3,31,744-0-5. At the same time import duties on food-grains into Rewah were taken off and minor forest produce was declared free. As far as is known, there had been little emigration before June of this year, except from the south of Rewah, where the population chiefly consists of "Kols," "Gonds" and "Baigas" who are of a migratory nature, and refuse to submit to the discipline maintained on relief works or in poor-houses. Although stocks had been much reduced in villages and prices ran very high, there was never any scarcity of food-grain in the bazars, and the cattle appeared to be in good condition.

6 It will be seen, therefore, that matters had not yet become desperate and, as remarked in this Office Report No 1502, dated 20th June 1896, everything depended on a good rainfall. In order, however, to be prepared for the worst, a sum of one lakh of rupees had been set apart in the Budget Estimates for famine expenditure in Rewah, Rs 10,000 in Nagode, and certain schemes detailed in the above report had been drawn up.

It will be found that, unfortunately, the schemes and estimates proved quite inadequate, but they were useful as enabling these two States to start work as soon as it was required, while further schemes were being prepared.

## PART II

### *General remarks on the progress of the Famine*

7 The rainfall of 1896, on which so much depended, suddenly gave out at the end of August, and the winter rains, though abundant in some parts of the Agency, did not come until it was too late. The early crops of "saman" and "lakun" in the district north of the Kymore range and "saman" and "makka" in Bardi, Sohagpur and Ramnagar were saved, but by the end of September

these grains as food were exhausted, and in the meanwhile "kodon" and rice had withered "Juar," which had been sown in bandhs and low-lying "mar" soil, produced an 8-anna crop in the west of Mowganj, south of Hazoor and Madhogarh tahsils of Rewah and parts of Nagode, Kothi and Maihar, and in these districts which are shown light-blue on the accompanying sketch maps, the distress was not locally so bad as in those portions shown dark-blue. Owing, however, to the prevailing high prices and the impossibility of keeping starving lower classes within the limits of their own districts, a condition of famine may be said to have declared itself throughout the whole Agency by the 1st of October 1896, the worst affected districts being Teonthar, north of the Tons river, east Mowganj, north Madhogarh, nearly the whole of Barda, parts of Ramnagar and Sohagpur, the Bhadanpur district of Maihar, the hilly tracts of Nagode, Sohawal Kothi and Baraundha, and the Bansakai Illaqua of Bhaisaunda. Emigration had already set in towards British territory, but no official intimation of the fact was received from the Allahabad side of the border until the 20th of November, and from the Jubbulpur side until 4th of January, by which time most of those persons who even in normal years live from hand to mouth, had already left the State.

8 To meet the crisis which had arrived, the Rewah Durbar at once drew up schemes for the employment of 10,000 persons a day for 11 months, or 330,000 of people in units of one day, at a cost of 3 lakhs of rupees, and relief works on a small scale were actually commenced in Teonthar by the beginning of November.

( Estimates drawn up at the commencement of the Famine.

At the Allahabad Conference in November, it was, however, decided that it would be necessary to provide relief for about 11 millions of persons reduced to units of one day for the whole Agency at a cost of about 8 lakhs of rupees, including the cost of tools and plant, and, on this fact being brought to the notice of the Durbars, relief works were largely extended in every direction, and by the commencement of the new year there were 65,453 persons on Durbar works throughout the Agency. Appendix B will show that, excluding inmates of poor-houses, the total numbers relieved in units of one day amounted to 11,201,463 at a cost of Rs. 8,59,023-2-7, the maximum number for any one day being 74,835 on 31st May, excluding those on works maintained by Illaquaders. Appendix C will show how additional poor-houses were started from time to time as they were required.

9 When the larger works were first opened in the beginning of January some confusion was caused owing to a paucity of tools, the rapid increase of numbers from day to day and a natural want of experience among the officials placed in charge.

Confusion at first

When once the initial difficulty of separating the workers into gangs and of providing sufficient tools had been surmounted, and certain necessary instructions, explanatory of the Famine Code, had been issued, there was no further trouble about finding work for as many persons as cared to apply for it. Schemes for the larger works having been prepared beforehand, these could always be supplemented by starting work on bandhs and tanks in almost any large village in the neighbourhood.

10 It has been suggested that in the face of the large emigration from Rewah into British districts there must have been something faulty as regards the arrangements on the relief works, and that the relief workers were only collected together when it was known that an Inspecting Officer was coming round. This may have been so in the case of a few of the smaller Thakurs who could not pretend to keep up proper registers and of one important Illaquadar, who has been giving considerable trouble throughout the period of scarcity. But it is quite certain that no such deception could have been practised in the case of any of the Durbar works, large or small, in Rewah or Nagode, which were being continually inspected, often without notice, either by the Political Agent or one of his Assistants, and the information contained in the registers was carefully checked. The figures entered in Appendices E and F may, therefore, be considered correct, and the numerous works that have been completed are sufficient evidence that a serious attempt has been made by each Durbar to provide employment for its own starving population.

Genuine character of Relief Works

11 The only kind of village relief attempted in this Agency was an allowance of Rs 2 a month to certain "Pardanashin" women and high caste Brahmins and Rajputs in Rewah territory, which was afterwards largely supplemented by contributions from the Famine Fund (See Appendix H)

12 In February and March a severe epidemic of cholera broke out in Reonthar, Naigarhi and the neighbourhood of Sutna. Prompt measures were at once taken by the Medical Department of the State to stamp out the disease with so much success that, during the latter half of the hot weather and the whole of the rains, there has been no epidemic of any kind throughout the Agency

13 It will be noticed that there was a slight diminution of numbers on relief works during April due to the ripening of the "mahua," although the crop was below the average in most parts of the Agency. The Mowganj Tahsil of Rewah was specially affected by the "mahua" crop, and at one time very few persons were left on relief works. The Tahsildar, therefore, closed all large works with the mistaken idea that they would be no longer required, and a number of people, having collected the "mahua" which was soon exhausted, and finding no relief works ready to receive them, emigrated into British territory

14. Rains broke on the 17th June 1897, reducing the number in receipt of relief at once from 74,835 to 39,371, and continued to be so favourable that, by the end of September, relief works in most parts of the Agency could be stopped altogether and famine be declared at an end

A liberal distribution of *takavi* by the Durbars, supplemented by substantial grants from the Famine Fund, has enabled the normal area to be cultivated, bandhs and tanks are full, and the sowing for the rabi crop has commenced

### PART III

*The working of the Famine Code for Native States, and special instructions issued by this Office*

15 As far as Rewah and Nagode are concerned, the provisions of the Famine Code for Native States were adhered to in all important particulars when the famine had once begun, and the monthly statements and reports required by Para. II of Foreign Department letter No 1881-I, dated 7th of May 1892, have been regularly submitted for all States in the Agency since February 1896

16 The first part of the Code, regarding steps to be taken in ordinary times, will be something new, and there will be a little difficulty at first in persuading the Durbars to comply with its provisions. They are, however, in some ways, the most important parts of the Code, specially para 6, which deals with the preparation and maintenance of a programme of relief works, and para 12 prescribing the statement to be submitted through the Political Officer by the 1st of April in each year, and occasion has already been found of warning His Highness in public Durbar of the importance and necessity of commencing his preparations at once, and of drawing up a careful scheme of irrigation works in each district. The State Engineers already employed by the Rewah Durbar are quite capable of drawing up a scheme of this nature, and the services of a Government Engineer will not be required as in Bundelkhand. The programme should deal almost entirely with the construction of bandhs and tanks in suitable localities, while extending irrigation by means of wells should be encouraged in every way by local Durbar officials, backed up by loans from the Durbar. The sinking of wells, however, should be carried out during ordinary years as a preventive against famine and not be left to be constructed during a famine year.

17 Village relief works, as recommended in para 9, were found quite impracticable during the late famine, partly, owing to the dislike of village zamindars and thekaddars to accept any responsibility in such matters, and partly, because the Durbar officials had their hands already full in organizing large relief works. Suggestions on this subject and on preparing black cotton soil for irrigation were issued on the 19th and 20th of March. The latter experiment has been made at Rewah and Sutna with much success as far as can be seen at present, but no zamindar of an outlying village could be persuaded to follow the example set at Head-quarters. On the 21st of March a regular set of instructions for village relief works based on those for the North-Western Provinces, was issued to the Durbar and widely circulated. It is possible that, if schemes of village relief works are carefully prepared beforehand, they may be opened at the commencement of the next famine, when all officials concerned will, after their late experience and with the records of the last year to guide them, know exactly what is expected of them. At any rate the matter will be kept in view.

18 The information required by paras 15 to 18 was received in this office by October 1896, and a fairly accurate estimate of future requirements was based upon it at the Allahabad Conference.

Information when Famine is imminent

19 Special rules were issued in January, a copy of which was forwarded with this Office No 46-C, dated 20th January 1897, to suit local requirements. The only important point in which the provisions of the Code had to be modified was in the classification of persons. It was found impossible to divide adult workers into more than two classes, *viz*, diggers and carriers, and the wages were so adjusted that the former received at least the grain equivalent for 16 chittacks of flour, and the latter 14 chittacks, while children were given wages in proportion. The plan adopted on many works of feeding children separately on food cooked in kitchens, instead of paying extra to the parents, was most successful. The workers seemed generally satisfied with the above wages and kept in good condition.

Relief Works

20 All the larger poor-houses in Rewah and Nagode were placed directly under the Medical Department, and were consequently well organized. Special instructions were issued on the 12th of January and acted up to with great regularity.

21 In my letter No 435, dated 26th February 1897, I had occasion to notice the good work done by the Medical Department and the great assistance I have received from Surgeon-Major G H D Gimlette and his subordinates. There are *ten* dispensaries in Rewah and one at Nagode, and attached to each was a poor-house under the control of the Hospital Assistant. Special credit is due to the manner in which Hospital Assistants, Ahia Aly Khan and Saiju Prasad, administered the large poor-houses at Rewah and Sutna respectively, which entailed severe extra work and constant attention. Appendix C will show that there were other poor-houses besides the eleven already mentioned, which could only be occasionally inspected by any Medical Officer. The only statistics regarding deaths from starvation, or as a result of bad and insufficient food, were those received from the various poor-houses. Deaths from similar causes, no doubt, did occur in the worst affected districts outside the poor-houses, but, as far as one could judge while constantly on tour, such cases were comparatively rare considering the circumstances.

Poor-houses

22 The principal source of gratuitous relief was the Indian Charitable Famine Relief Fund, of which Rs 2,13,000 altogether were allotted to this Agency by the Central Committee, besides Rs 7,000 received from the Provincial Committee at Indore and Rs 7,140-0-3 locally subscribed. A full report on the administration of this Fund up to the end of October is being prepared for submission to the General Secretary, Calcutta, but its distribution has been so closely connected with famine operations, in this Agency, that an abstract statement is appended to this report, showing what amounts have been allotted for each object (see Appendix H). A small local Charitable Fund had been started at Sutna in November 1896, and this was formally amalgamated with the local branch of the Indian Famine Fund on the 10th of April 1897. Babu Lal Bihari, a local vakil, was appointed Honorary Secretary, and I am most grateful to him for the disinterested and indefatigable manner in which he has carried out his duties in this

Gratuitous Relief

connection Besides the cash received from Indore and Calcutta, two bales of clothing were distributed among impoverished zenana ladies and two wagon-loads of American rye, maize and beans were found specially useful for distribution to persons leaving relief works at the close of the famine, in order to keep them in food until they could secure permanent employment.

23 In discussing the working of the Famine Code I must not omit to mention the great assistance the States have received from Messrs Macpherson and Patterson, and later on from Mr Hunt, during the comparatively short time they were here Mr Macpherson was deputed to supervise the Teonthar and Mowganj Parganahs of Rewah, and his reports, which were regularly forwarded, will show the industry he displayed Mr Patterson had special charge of the minor States and was constantly on tour during the hot weather, encouraging and helping them to keep their ryots from wandering and contending against the many difficulties inseparable from the attempt to introduce some kind of organization, where rules and regulations are little understood and seldom applied to ordinary matters of administration Mr Hunt has only come lately and, having completed a tour in Teonthar, where he has reported that relief works are no longer necessary, is now engaged in distributing money for seed-grain in the Chaubey Jagirs

#### PART IV

##### *Special remarks on each State*

##### Rewah

24. The population of Rewah at the last census was 1,509,454 of which 413,360 inhabit Kothari (Durbar) villages and 1,096,094 villages held on various tenures, subordinate to the Durbar, i.e., nearly two-thirds of the population belongs to villages over which the Durbar has but little direct control The area of the State is 13,000 square miles and, as will be seen from the accompanying map, is nearly surrounded by British districts, while the whole of the southern province of Sohagpur actually was a British district until 1857

Of the above population 232,153 are labourers, and 61,066 artisans, making a total of 293,219, from whom the inmates of poor-houses and relief workers were principally drawn

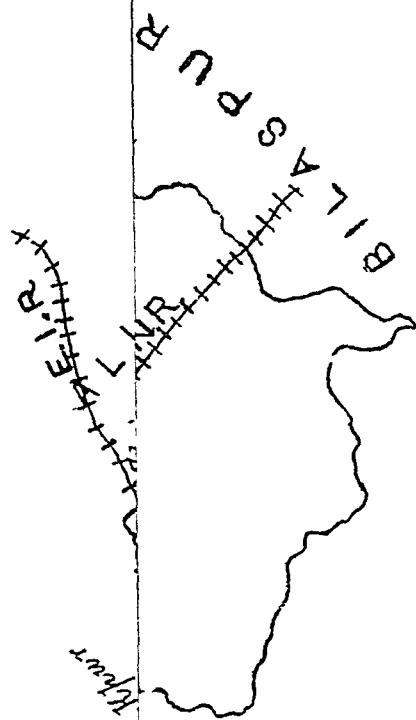
25. The total number relieved on Durbar works and in poor-houses reduced to units of one day amounted to 10,351,934 or 7.6 per cent. of the population for three months, at a total cost of Rupees 8,32,774-14-8, including tools and supervision, or 1 anna 34 pies per head per diem, the average price of the cheapest food-grain for the whole period being 10½ seers per rupee

These figures may be compared with the estimate formed at the Allahabad Conference. (See para 8 of this Report)

It should be remembered that the figures entered in Appendix E do not include the numbers maintained on relief works by Illaquardars, as, in spite of constant orders and reminders, no reliable information could be obtained from these quarters, except in a few cases, such as Singrowli and other Thakurs of Bardia, where the Magistrate of Rewah contrived to have their works watched by Durbar officials In calculating the percentage, therefore, it is not fair to take the whole population into account Nor would it be accurate to leave out the population of alienated villages altogether, as a large number of persons belonging to these villages were maintained on Durbar works The highest daily number reached on Illaquadars' works is said to have been 54,000 in May But in most cases these works were begun late and closed early in the season, and it would perhaps be sufficiently near the mark if one were to calculate the number on Illaquardars' works at 10,000 a day for a period of three months, or 900,000 reduced to units of one day, and add these to the totals on Durbar works The total numbers will then be 11,251,934 or 8.3 per cent. of the population for three months

A statement of different kinds of relief works in detail undertaken at the cost of the Durbar will be found in Appendix E, and Appendix D will show that the total expenditure incurred during the year on account of the famine amounted to Rs 18,20,026-13-9

REWAH



IMB

M A N D L A

REWAH





Fortunately, after so many years of superintendency, Rewah finances were in a flourishing condition and all expenses could be met without incurring any permanent liabilities, while all the loans advanced and most of the *takavi* and the arrears of revenue will, no doubt, be recovered in course of time. The loan of 6 lakhs from the Gwalior Durbar entered in Appendix G was merely a temporary expedient for saving the loss which would have arisen at the time, from selling out Government promissory-notes at a discount, and was repaid last month.

26 There was some difficulty experienced at first in persuading the Durbar to sanction sufficiently large sums of money for expenditure on relief works in the outlying tahsils. With no experience to guide him the Maharaja could not realise the comparatively large dimensions that the operations suddenly assumed in January and the cash balances in the branch treasuries were soon exhausted. In the same way there seemed at first to be a great scarcity of suitable officials to take charge of large number of people and set them to work. A happy thought, however, suggested itself of employing officers and non-commissioned officers of His Highness's Cavalry and Infantry, and, as soon as these had been apportioned to the different distressed areas, all further difficulties connected with the organization of gangs, the punctual payment of labourers and the supervision of works generally were at an end. These officers, together with all officials in any way connected with the Revenue, Customs and Public Works Departments, in which ordinary work was at a standstill, and even schoolmasters during an unusually prolonged vacation, were gradually employed and were found sufficient to cope with the extra work, without the necessity of introducing outsiders, except in the case of a few overseers for the Railway work. These officials were given an allowance of 20 per cent of their salary while on special duty, and all who had done specially good work, including certain Hospital Assistants, were given *Jhulluts* by the Maharaja in a Durbar held at Rewah on 6th of October. A third difficulty experienced at first was a paucity of tools. It was expected that most workers would bring their own digging instruments, and such was the case in Teonthar, Mowganj and Bardi. In Madhogarh and Hazoor Tahsils, however, a large quantity of tools had to be indented for in a great hurry from Bombay and Calcutta.

There was also found to be an insufficiency of copper coin and Rs 35,000 worth of single pice were provided on requisition by the Calcutta Mint.

All these difficulties were surmounted in course of time, and I have only mentioned them here in order that the State may be better prepared on a future occasion.

27 Experience shows that the construction of tanks and bandhs is by far the best kind of relief work in Rewah, and the only kind that will give any return whatever to the Durbar. A scheme for such works should be carefully drawn up beforehand as, although there has been no difficulty in finding sites for the construction of bandhs at very short notice, yet it is probable that the most suitable sites have not been selected, and consequently the utmost advantage will probably not be realised. A few roads might also be mapped out, but only such as it is intended to have metalled and bridged. Ordinary fair-weather roads in no way repay the amount of labour and money expended on them in a country so intersected by nullas as most parts of Rewah.

Irrigation from wells is beginning to be understood in parts of Teonthar, where a few crops were saved by hastily-dug wells in suitable localities, and every facility should now be given by the Durbar for the extension of this method of cultivation by advancing loans on easy terms and the circulation of carefully prepared instructions. The improvement in this respect will no doubt be very slow owing to the apathy and idle habits of the cultivators, but the people have lately had a great object lesson, and they should gradually realise the importance of irrigation if suitably assisted and encouraged.

28 Before the end of the hot weather a village-to-village inspection had been made by the different Tahsildars and their assistants, and the condition and requirements of Durbar villages as regards advances for seed-grain, had been ascertained. The Durbar found it necessary to advance Rs 1,94,228 as *takavi*, and Rs 1,27,935 were distributed from the Famine Fund with a view of restoring

ruined cultivators to their former status Assistance has also been given from the Famine Fund to the cultivators of those "Pavaya" villages whose condition could be ascertained and loans to the amount of Rs 31,200 have been advanced to different "pavayadars" It was at the same time ascertained that about 23,500 persons had emigrated from Durbar villages during the last three years It was found impossible to obtain accurate information on this head as regards the villages of feudatories, but taking the population of these villages as twice that of Durbar villages, it may be roughly estimated that the total emigration from Rewah amounted to 70,500 persons Most of these must have now returned if we are to judge by the condition of the standing crops

29 The large sum spent on relief measures shows that the Maharaja has spared no necessary expense in supporting his people and in trying to prevent emigration He has been loyally assisted by his officials, especially by the Famine Commissioner, Lal Prasad Singh, Debi Prasad, the Magistrate and Ata-ul-Jah, Assistant Revenue Commissioner, while the successful completion of the Railway earthwork is due to the energy and activity of Babu Ganga Prasad, State Engineer

#### Nagode

30 The area of Nagode is 501 square miles with a population of 84,097 It was estimated that 5 per cent of the population, or 78,000 in units of one day, would require support at a cost of Rs 23,625, and Rs 10,000 were at first sanctioned for constructing two large bandhs at Rs 5,000 each, two tanks at Rs 1,000 and Rs 500 respectively, the metalling of Unchera-Nagode Road at Rs 3,000 and Rs 500 for miscellaneous expenditure Before these works were completed others were started in different parts of the State as they were required, more money being sanctioned from time to time Details of these works will be found in Appendix I, which shows that the actual number relieved on works and in poor-houses in units of one day came to 910,758 or nearly 12 per cent of the population for three months at a total cost, including supervision and tools, of Rs 65,737-7-11 The State being under management, famine operations worked smoothly from beginning to end, the principal credit for which is due to Dewan Bahu Radhe Lal Owing, however, to the huge debt incurred by the Raja and the scanty harvests of the preceding two years, it was found necessary to borrow Rs 48,000 from Scindia and Rs 7,000 locally, of which Rs 10,000 were spent on relief works in Obari villages under State management

The statements in the appendices as regards Nagode are complete and accurate in every respect, as the same supervision was exercised over all works whether in Durbar or Obari villages All the villages in the State were constantly visited by the Tahsildars, and detailed reports of their condition were submitted every week to this office It was ascertained, amongst other things, that 274 persons had emigrated and 329 new-comers had settled in the State The amount of *talavari* that would be required was also carefully ascertained and has been freely distributed, while Rs 25,000 has been granted from the Famine Fund to distressed cultivators

The successful management of relief works and poor-houses in Nagode attracted considerable numbers from Panna, Ajaygarh and other Bundelkhand States, who were kept for some time and then gradually returned across the border in batches The Public Works Department consists of one overseer with a small staff who were employed on the Nagode-Unchera Road, while advantage was taken of the presence of a Government Overseer at Sutna for taking levels and obtaining advice generally regarding the construction of the larger bandhs It is expected that an annual profit of Rs 3,400 will be realised from the new bandhs, or about 14 per cent on the outlay

#### Maihar

31 The area of Maihar is 406 square miles with a population of 77,546

9,3971 persons have been maintained at a cost of Rs 64,921-7-7 in units of one day, being 13 per cent of the population for three months at 1 anna 18 pie per head per diem

The State was visited by the Political Agent and Mr Patterson and, though complaints of Maihar subjects having emigrated to Jubbulpur were many and frequent,

relief works were certainly being maintained and a good record of work had been done on each of the bandhs visited. I feel convinced that the majority of Mahai emigrants belonged to a large batch of persons who had left the State a full year before the famine had declared itself for work on the Katni-Saugor Railway.

The Raja has never made any difficulty about taking back any of his subjects from relief works and poor-houses in the Jubbulpur district when requested to do so. The State is financially in a flourishing condition, and no loans or even assistance from the Famine Fund were applied for.

The following statement gives details of each work completed or in progress —

*Relief Works and Poor-houses from 1st October 1896 to 30th September 1897*

No	Nature of Works	Number of labourers in units of one day	Cost	Annual profit	REMARKS
			Rs   a   p	Rs	
9	Bandhs	1,55,638	10,183 11 6	396	
8	Roads	53,688	3,615 15 6		
9	Tanks	79,834	5,690 1 6		
	Miscellaneous Works	68,564	6,115 14 8		
	Poor-houses	85,147	9,873 4 5		Including charity grants of uncooked ration called "sida-barti"
	Zamindars Works	471,080	29,442 8 0	*733	* On bandhs only at a cost of Rs 18,760
	Total	913,971	64,921 7 7		

**Sohawal**

32 Area, 300 square miles with a population of 43,685

A loan of Rs 15,000 was taken from Gwahar for relief works and general purposes of administration. Rs 7,650 have been distributed from the Famine Fund. Besides one large bandh, which ought to bring in a revenue of Rs 300 a year, giving a profit of about 13 per cent on the outlay, a practically new road has been made from Jaitwar Station to the Kothi boundary 2½ miles and other smaller bandhs have been constructed in other parts of the State. These works could easily be inspected and supervised by the Political Agent or an assistant, and especial care was taken that the money borrowed for the maintenance of relief works was being properly spent. The figures for Sohawal show that 183,968 persons were supported in units of one day, being 46 per cent of the population for three months at a cost of Rs 13,231-3-1 or 1 anna 15 pies per head per day, including poor-house and supervision.

The following statement gives the details of each kind of work —

*Relief Works and Poor-houses from 1st October 1896 to 30th September 1897*

No	Nature of Works	Number of labourers in units of one day	Cost	Annual profit	REMARKS
			Rs   a   p	Rs	
9	Bandhs	74,943	5,113 8 9	375	
3	Tanks	19,708	1,213 1 9		
3	Roads	9,016	643 5 3		
5	Wells	2,178	205 14 0		
	Miscellaneous	47,465	3,726 6 3		
3	Poor-houses	30,638	1,975 9 10		Includes relief works in Raigaon Jagir
	Total	183,968	12,877 13 10		

## Kothl

33 Area, 168 square miles with a population of 22,655

Although only about half the usual revenue of Rs 32,500 had been realised for the previous two years the financial position of the State was sound enough to admit of an expenditure of Rs 10,869-3-3 on relief measures, while the suspension of revenue, *talani*, &c, during the year amounted to another Rs 20,733-9-3

No money has been distributed in Kothl from the Famine Fund and the only relief asked for and granted, has been the postponement of the *nazarana* instalment due in December 1896 The total number of persons, reduced to units of one day, amounted to 1,46,918 or 7 per cent of the population for three months at a cost of Rs 10,403-3-3 or 1 anna 16 pie per head including supervision and tools

Besides the Durbar and "Pavaiyas" works, the Stone and Lime Company at Mughawan Station employed from 100 to 500 persons a day The Durbar works will be found enumerated below

The State was frequently visited and the works inspected by the Political Agent and though the administration is of the old Patnarchal type, there seems to have been little or no emigration, and sufficient measures were adopted by Pandit Ram Kishun, Ru Bahadur, for the relief of the people

*Relief Works and Poor-houses from 1st October 1896 to 30th September 1897*

No	Nature of Works	Number of Laborers in units of one day	Cost.	Annual profit	REMARKS
			Rs   a   p	Rs	
4	Bundhs	25,740	2058 6 6	425	
2	Links	12,100	871 3 0		
1	Road 7 miles	26,770	1,623 1 3		
	Miscellaneous Works	59,755	3,896 10 3		
	Poor house	19,553	1,041 14 3		
	Total	1,46,918	9,554 3 3		

**Baraundha or Pathar Kachhar**

34 Has an area of 217 square miles with a population of 18,596 The State is very poor, only seven villages with an estimated revenue of Rs 24,000 being "khalsi," the rest of the State having been alienated from time to time At no time for the last four years had the full revenue been realised and that more people had not emigrated was due to the liberal distribution by the Raja of "Kodo" which had been accumulating for many years in the Ry Godown

By October 1896 this store had been exhausted and, in order to start relief works and a poor-house, a loan of Rs 10,000 was negotiated with Gwalior, while Rs 4,000 was distributed for seed-grain before the end of August 1897 from the Famine Fund

It was roughly estimated that it would be necessary to relieve 10 per cent of the population or 2,000 persons a day for three months at a cost of about Rs 11,000, but the figures for any one day only once rose above 1,000, viz, towards the end of May, and the actual numbers in units of one day amounted to 92,732, or 5 per cent of the population for three months at a total cost of Rs 7,371-1-7, i.e., 1 anna 32 pies per head per day including the poor-house and supervision

The State was visited by me in November 1896, and later on by Mr Patterson, and in August 1897 I superintended the distribution of Rs 2,000 from the Famine Fund

The works completed during the Famine are given in the following table —

*Relief Works and Poor-reliefs from 1st October 1896 to 30th September 1897*

No.	Name of Works	Number of Labourers in unit of one day	Cost	Annual profit	REMARKS
			R s p	Rs	
3	Canals	3504	282 5 2	100	
3	Canals	11881	896 5 3		
	Miscellaneous Works	19660	1401 14 0		
4	Local Tax	7764	1689 6 8		
	Total	49709	6796 1 7		

#### Jaso

35 Area, 72 square miles with a population of 8,830

The condition of this small State has been unsatisfactory for some time and the Jagirdar, though already involved in debt, was obliged to borrow Rs 2,500 in July 1896 from the Nagong College Fund. This had already been spent in keeping his cultivators together during the famine season of that year, and by October there were no resources to fall back upon. I visited the State in December and gave it as my opinion (*Conf. Report No. 3009*, dated 25th December 1896) that no relief works could be started and that the comparatively few persons who could be in need of relief, about 5 per cent of the population or 39,600 persons in all, of one day, must go on to relief works in Nagode and elsewhere. After careful enquiry it was considered more advisable that the State should make an effort to secure its own objects and, after careful enquiry, a loan of Rs 10,000 was arranged for, with the object of relief works and a poor-house were started in December.

The total number of persons relieved in units of one day amounted to 118,257 or 15 per cent of population for 12 months, at a cost of Rs 8,282-1-9, or Rs 1 anna 14 pie per head per diem.

Rupies 7351 from the Loan Fund have been distributed on the 4th object in Jaso with the object of relief.

The details of works in Jaso are as follow —

*Relief Works and Poor-reliefs from 1st October 1896 to 30th September 1897*

No.	Name of Works	Number of Labourers in unit of one day	Cost	Annual Profit	REMARKS
			R s p	Rs	
1	Canals	17321	1133 7 3	162	
4	Canals	2711	1331 12 0		
2	Miscellaneous Works	547	16 5 3		
	Total	27308	1775 14 6		
1	Local Tax	39412	2255 13 2		
	Total	118257	7495 8 0		

#### The Chaubey Jagirs

36 The small State, five in number, have a combined area of 68 square miles and a population of 23,360. When marching through these States in November 1896 there did not appear to be any great distress, and it was estimated that only a small proportion of the population, perhaps 3 per cent, would require to be relieved. Unlike other parts of the Agency there is a considerable amount of well cultivation which saved the rabi crop in many places. This has been extended by the digging of new wells during the late distress.

Owing, however, to the pomp and circumstance which the petty Jagirdar considers necessary to display on all occasions, they are all, except Pithi, in an impoverished condition and were unable to do even the little that was expected of them without the aid of loans through this office and a liberal distribution of seed-grain from the Patane Fund to their cultivators.

The Jagirs were carefully inspected both by my self and Mr. Potter, and in the intervals I received much assistance from the Agency Inspector of Police, who has been constantly on tour both in the Chaurahi district and in Baramulla.

#### Paldeo

37 Area, 28 square miles, population, 9,453.

It was estimated that 4 per cent. of the population would require relief. The total of 28,242 persons in units of one day, or 53 per cent. for three months, at a cost of Rs. 2,675-11-3, i.e., 1 anna 6 pies per head per diem including cost of food.

The Jagirdar received a loan of Rs. 10,000 through the Agency and Rs. 7,500 have been distributed amongst his cultivators for seed-grain.

An area of 3,000 bighas irrigated by well has lately been extended by 1,400 and 15 bighas.

A statement of work done is given below —

*Relief Works and Poor-houses from 1st October 1895 to 30th September 1897*

No.	Nature of Works	Number of labourers in units of one day	Cost	Annual profit	Remarks
			Rs.	Rs.	
10	Bindhis	15,200	11 5 0	14	
1	Well	2,500	3 11 0	18	
1	Kuchchi House	1,800	3 57 0		
	Miscellaneous Work	1,140	107 0 0		
1	Poor house	5,525	478 5 0		
	Total	25,165	20 1 0		

#### Pahra

38 Area, 10 square miles, population, 4,150.

The Jagirdar is a good manager and well off, and has received no relief from the office in the way of loans or allotments from the Patane Fund.

Careful and detailed reports have been submitted from time to time on the state of his poor-house, relief works, and the condition of his people generally.

One hundred bighas were formerly irrigated by wells to which 20 bighas have now been added.

The total number of persons relieved in units of one day amounted to 16,450, or 12 per cent. of population for three months, at a cost of Rs. 3,305-12-6, i.e., 1 anna 17 pies per head per diem. The works in this Jagir were as follows —

*Relief Works and Poor-house from 1st October 1895 to 30th September 1897*

No.	Nature of Works	Number of labourers in units of one day	Cost	Annual profit	Remarks
			Rs. a p.	Rs.	
	Bindhi road, wells and miscellaneous works	31,330	2,352 3 6		
	Poor-house	12,129	551 0 0		
	Total	43,459	3,203 12 6		

## Taraon

39 Area, 14 square miles, population, 3,427

The condition of the Jagir was found to be unsatisfactory, and it was necessary to postpone payment of *nazrana* due to Government in April 1897 and to negotiate a loan of Rs 7,000 in order to provide for an estimate of 3 per cent. of the population on relief works

The actual figures have been 35,880 in units of one day, or 12 per cent for three months, at a cost of Rs 3,336-15-9 or 1 anna 6 pies per head per diem

The area irrigated by wells was 200 bighas to which three new wells have now been added

The following statement shows the details of works executed —

*Relief Works and Poor-house from 1st October 1896 to 30th September 1897*

No	Nature of Works	Number of labourers in units of one day	Cost	Annual profit	REMARKS
			Rs a p	Rs	
1	Bandhs	8,514	713 10 9	250	
1	Trunk	4,691	400 0 9		
3	Wells	10,780	949 1 9		
	Miscellaneous Works	9,298	860 13 9		
	Poor-house	2,597	224 11 3		
	Total	35,880	3,148 6 3		

## Bhaisaunda

40 Area, 12 square miles, population, 4,755

There is no irrigation by wells in this Jagir. The Jagirdar had already received a loan of Rs 5,000 from the Nowgong College Fund in July 1896. Rs 3,800 have been distributed amongst distressed cultivators in this Jagir from the Famine Fund

The actual figures of persons relieved have been 55,415 in units of one day, or 13 per cent of the population for three months, at a cost of Rs 3,941-7-0 or 1 anna 16 pie per head per diem

Details of works are given below —

*Relief Works and Poor-house from 1st October 1896 to 30th September 1897*

No	Nature of Works	Number of labourers in units of one day	Cost	Annual profit	REMARKS
			Rs a p	Rs	
6	Bandhs	31,815	2,125 6 3	200	
1	Trunk	12,953	785 4 6		
1	Well	576	85 11 9		
	Miscellaneous Works	2,242	240 12 0		
	Poor house	7,819	506 8 0		
	Total	55,415	3,743 10 6		

## Kamta Rajaula

41 Area, 4 square miles, population, 1,585

The whole income of this small Jagir is only Rs 4,950 in ordinary years, and the Jagirdar was already in debt, when it was found necessary to increase his liabilities by a loan of Rs 4,000 from Scindhur in order to provide for the maintenance of the few persons who would require assistance, and for ordinary purposes of administration



The numbers actually relieved were 14,902, or 10 per cent for three months, at a cost of Rs 1,012-9-0 or 1 anna 1 pie per head per diem Rs 2,203 have been distributed to distressed cultivators from the Famine Fund

The few small works executed were as follows —

*Relief Works and Poor-house from 1st October 1896 to 30th September 1897*

No	Nature of Works	Number of labourers in units of one day	Cost	Annual profit	REMARKS
			Rs a p	Rs	
6	Bandhs and miscellaneous works	12,803	792 14 9	15	
	Poor-house	2,099	151 6 9		
	Total	14,902	944 5 6		

## PART V

### Emigration

I—No 44, dated 7th January 1897  
 II—No 134 dated 23rd January 1897  
 III—No 121, dated 10th February 1897  
 IV—No 587, dated 15th March 1897  
 V—No 1422 dated 10th June 1897  
 VI—No 1471 dated 18th June 1897

42 Such explanations as I have been able to offer on the subject of emigration from the Bighelkhand States, and especially Rewah from time to time, are contained in this office reports as per margin

It cannot be denied that there has been a considerable emigration from these States into British India, although the Rewah Durbar does not admit that the numbers of Rewah subjects in poor-houses and or relief works in British India, are quite so large as has been represented and, after careful enquiries, can only account for the absence of 23,500 persons from "Kothar" villages, and perhaps twice that number from Illaquadars' villages, or a total of 70,500, when the famine was at its height

43 From a perusal of this report it will, I trust, be conceded that the Durbar have done as much as can be expected in the way of relief measure (except in one unfortunate instance when a considerable though temporary, exodus was encouraged by the misguided action of the Mowganj Tahsildar) to prevent emigration after the famine had once declared itself and they have been constantly sending officials across the border into Jubbulpur, Mirzapur and Allahabad to bring back Rewah subjects whenever requested to do so

The explanation of this large emigration must, therefore, be sought elsewhere.

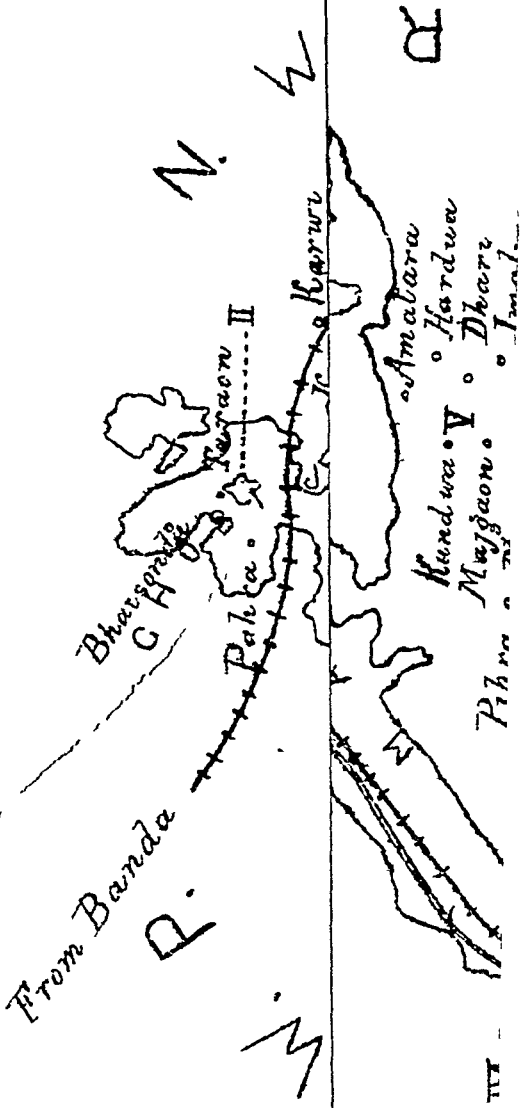
Classes of Emigrants

44 Emigrants were of two distinct classes, viz —

I—Those from the south of Rewah, where the large majority of the labouring population is migratory, who, after gathering in their scanty crops of "makka" and "sawan," regularly, year after year, emigrate to a country which they call "Guhra," meaning apparently Jubbulpur and Damoh, for the harvesting operations in those parts. In fact it is commonly said that the crops in the Central Provinces could not be properly harvested in a good year without the assistance of these immigrants from Rewah

II—Those mostly from the north of Rewah, who only leave their villages in times of scarcity. But even these latter begin to move the moment they find that their crops have failed and that they are not likely to earn regular wages until the next harvest, and long before it would be ordinarily necessary for the Durbar to start relief works on a large enough scale to keep them back. Moreover, it was found that numbers of these people continued to move out even after relief works were started, because it was impossible to persuade them, either that there was just as much distress in British districts as in Rewah, or that any

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References



relief measures conducted in a Native State could possibly be genuine, and that they would not get far better wages and less work in British India. As many as possible were forcibly detained as they were leaving the State by the principal thoroughfares, and it thus happened that on the relief works of one Tahsil there would be large numbers of persons from other distant tahsils, and that the figures for any particular Tahsil do not show the actual condition of the people in that district. But many slipped away by taking circuitous routes, and it would have been impossible to prevent them without placing a cordon of police round the whole of Rewah which has a circumference of about 675 miles.

45 The causes of the large number of Rewah subjects on British works and in poor-houses across the border would, therefore, appear to be as follows —

- (1) A large proportion of the labouring classes in south Rewah is migratory.
- (2) The majority of persons who emigrated did so during the two years before actual famine had declared itself, and, being reduced to starvation in districts where they had generally found work in abundance, were obliged to join the nearest relief work or poor-house.
- (3) The impossibility of impressing upon those who went later that relief operations in a Native State could be genuine, or that they would not get far better wages and less work in British India.
- (4) The practical independence of some of the larger Thakurs and notably Naigarhi, where relief works, in spite of repeated warnings, were undoubtedly inadequate. Many labourers from Illaquadars' villages came on to Durbar works, and all who came were employed. But the Durbar had their own hands too full to exercise any very direct control over the actions of their Illaquadars—a condition of things which would happen in any Native State with large and powerful tributaries.
- (5) In only one instance, and that for a brief period, the inadequacy of relief works in a portion of Rewah directly under Durbar control, viz., the Mowganj Tahsil. In this connection Mr Macpherson reported that "though a number of persons from the Teonthar Tahsil may have emigrated in the first instance in October or November before any relief works were started, I do not think it at all possible that any went latterly, as relief works were opened in every direction, full wages were paid, every applicant for work was admitted, and otherwise every inducement was held out to the people to remain on in their own district. The emigration complained of by the Allahabad authorities, took place almost entirely from the Mowganj Tahsil including the estate of the Thakur of Naigarhi, where the relief works, I found, were quite inadequate to the occasion."

In this office report on the subject, No 1471, dated 18th June 1897, I called attention to the fact that in March the Durbar works in Mowganj were adequate, and all arrangements satisfactory. In April large numbers left the works of their own will to collect the "mahua" harvest. It was then that the Tahsildar, who was apparently on bad terms with the Special Officer sent to assist him, made the mistake of not keeping the works open and of applying tests when the people came back to work which were unnecessarily severe. As soon as Mr Macpherson's report was received in June, the Durbar acted promptly, and did all they could to retrieve the mischief.

The distressed persons in Mowganj, who had not emigrated early in the year to other parts of Rewah, amounted to about 6,575, of these 2,000 were still on relief works in June. The emigration into British India from this source may, therefore, have amounted at one time to 4,575 persons altogether. I have again visited Mowganj since the rains commenced and found that the people were in very good condition, and that quite the normal area has been cultivated. I at the same time went carefully into the complaints against the Tahsildar of exacting revenue demands with unnecessary harshness, and found that there was after all very little truth in these accusations, as it was only from well-to-do people, in whose houses he found large quantities of grain stored away that he demanded the revenue due to the Durbar.

46 While, however, emigration from Rewah seems to be inevitable in a time of scarcity, I consider there are ways in which the nuisance may be, to a certain extent, mitigated in future

In the first place, after the experience of the late famine, the people have learnt to realise to a certain extent, that the Durbar is honestly prepared to help them

*Secondly*—The Durbar itself will, no doubt, be better prepared to start relief measures the moment they are required, and to keep a sharper look out from the commencement of distress to prevent persons moving across the border, at any rate by the regular thoroughfares

*Thirdly*—I would suggest that the authorities on the British side of the border should employ a regular staff of officials to watch the borders of Native States and to hand over Native State subjects to the nearest Tahsildar or Thanedar, with whom the fullest and most direct intercourse should be established from the commencement of the famine. The expense of an extra establishment of this kind would be nothing compared with the expense of maintaining these people for months on relief works in British territory

*Fourthly*—All able-bodied persons belonging to Native States found on British works should be separated into distinct gangs as soon as their identity is established and be sent with a proper escort to the nearest Thanedar or Tahsildar of their respective States. This would be a far more expeditious and economical plan in the end than that of reporting the supposed number of Native State subjects in any district in British India, and requesting the State authorities through the Political Agent to come and fetch them

*Fifthly*—As long as subjects of Native States are kept on British relief works they should only receive the minimum wage on which they can possibly exist, in order that they may have no reason for comparing wages received on British works favourably with those on relief works in Native States

In suggesting the above measures, I am aware of the difficulty of identifying subjects of a Native State in British districts, as they at once take alarm if they think they are likely to be sent away. But I presume that this difficulty must have been surmounted, as in the complaints received in this office the numbers of Native State subjects were generally quoted

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## PART VI

### *Crime due to Famine*

47 There has practically been no serious or organized crime due to the prevailing scarcity in any part of the Agency. Petty thefts and the killing and eating of kine by the jungle tribes, especially in Nagode, Jaso and parts of Bardi and Sohagpur, have been very common, and the Jails have all been full of persons convicted of such delinquencies

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## PART VII

### *Suggestions for Future Guidance*

48 Most of the recommendations which I have to offer have been already mentioned in the course of this report. Briefly they are as follows—

I—Careful schemes should be drawn up as soon as possible for the construction of  
Schemes
bandhs and tanks in every tahsil. In Rewah this can be done by the existing Engineering Department. For the smaller States special assistance may be required, and as these are all on the Bundelkhand side of the Agency, the Engineer Officer, asked for by Captain Ramsay in para 60 of his report, might include the small Baghelkhand States within his programme for Bundelkhand

II—Well irrigation should be encouraged, especially in Teonthar, where it is partially understood already, and loans should be advanced and every assistance afforded by the  
Well irrigation
Durbar for the purpose

III —Tools, especially pickaxes, shovels and hammers for stone-breaking, should be kept ready at hand, or purchased immediately on the first signs of famine, and stored ready for use at the head-quarters of each tahsil. From recent experience it can easily be calculated how many will be required.

Provision of Tools

IV —There is a staff of overseers and sufficiently intelligent "Mistries" ordinarily employed in the Rewah Public Works Department. If these are at once distributed amongst the different parganahs and careful schemes drawn up beforehand, outsiders will not be required.

Overseers

For the small States an especially qualified officer should be appointed by Government to superintend the works as soon as famine has declared itself.

V —Fairly accurate reports were received concerning the condition of the people and the crops from the different Tahsildars by the Durbars by the end of October 1896 and, as careful registers were kept on all relief works, it was not found to be the case that the Durbars were not kept fairly well acquainted with the condition of things in the outlying tahsils. Nevertheless I thoroughly approve of the forms proposed by Captain Ramsay (see Appendices VI, VII, VIII, IX and X attached to his Report), and consider that they would be equally suitable to Baghelkhand as to Bundelkhand.

Reports when Famine is imminent

Emigration

VI —As regards emigration I have discussed the subject fully in Part V of this report.

Throughout the course of the famine I have been in constant communication with Officers in charge of the surrounding British districts, and the Durbars have rendered all the assistance in their power, but in dealing with sudden inundation of immigrants from Native States a more direct intercourse between the several local officials on either side of the border should be encouraged and, as already suggested, a special staff should be maintained on the British side of the boundary to stop all ingress as far as possible. As long as it is known that relief works on a suitable scale are being maintained in a Native State, there is no hardship in turning people back across the border, or in refusing to enlist them on British relief works. As regards this side of the boundary guards should be placed on all the thoroughfares and the emigrants turned back and their names and villages recorded, as they were this year on the Great Deccan Road.

VII —There is no reason to fear that the Rewah finances will not be able to stand the strain of another famine year, unless the next famine should occur within an unexpectedly short interval. But it may be taken for granted that most of the small States will always be in a more or less impoverished condition, and it will be years before they will be able to pay off the debts lately incurred, contracted as they have been on the top of debts still to be paid off from former years. For these States loans on easy terms will again be required, and it is to be hoped that it will be possible for the Political Agent to arrange for such loans expeditiously and with as little formality as possible.

Finances

VIII —There is fortunately good communication by road and railway through the greater part of the Agency, and no scarcity of supplies was ever experienced even in remote parts, such as Bairdi. Still prices were exceedingly high and the advisability of accumulating large stores of grain, such as "kodo" and rice,

Stores of grain

in properly constructed godowns at the head-quarters of tahsils should be considered. In former days before the land-revenue began to be paid in cash, this was invariably the custom and former famines are said to have been considerably mitigated in consequence, though no relief works or poor-houses were thought of. It would be impossible perhaps to store up grain in sufficient quantities for all the requirements of a famine year, but as much as could be conveniently stored would undoubtedly come in very useful.

The Dewan of Nagode is strongly in favour of this proposal, and I see no harm in making the experiment. The stores of grain should be carefully watched of course, and when the godowns are all full, the old grain could be sold and fresh stored up in its place, a certain quantity being changed each year. "Kodo" and rice keep for years and even improve by keeping.

IX.—The Famine Assistants appointed by Government for work in this Agency have proved themselves most useful, and at least two officers should be deputed on a future occasion as soon as it has been decided that relief works should be started on a large scale.

I have the honour to be,

SIR,

Your most obedient Servant,

A. F. PINHEY, CAPTAIN,

*Political Agent, Baghelkhand*

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## APPENDIX A

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### *Supplementary Report by Surgeon-Major G H D GIMLETTE, M D, Agency Surgeon*

The long-continued famine has necessarily exerted a profound influence on the health and mortality of the Agency, the latter cannot possibly be ascertained with accuracy, the only data available being the returns of the poor-houses. I am inclined to believe that the deaths which have taken place in these havens of refuge represent approximately the total mortality, directly or indirectly, due to famine. From the very commencement the destitute flocked from the outlying and more remote districts into the towns and large villages, and the number of people who died in their own houses, or on the wayside from actual want of food, must have been small.

Then, again, the unfortunately very large percentage of deaths which took place among the inmates of the poor-houses, was more due to disease consequent on chronic starvation than to simple inanition.

Some of the cases admitted—mere living skeletons—succumbed almost at once, the first meal, however carefully administered, being the signal for the termination of their sufferings.

Many more died within a week of their admission, but the great majority of those whose cases had a fatal termination, lingered on for weeks, or even months, struggling weakly against disease.

2 It was not possible to keep an exact record of the cause of death in each case, but it may be safely estimated that nine out of every ten deaths occurring in the poor-houses were due to intractable chronic diarrhoea, careful feeding and medicines saved many of these cases, but the majority were not amenable to any treatment whatsoever.

Scurvy, anæmia, dropsy, malarial fevers, dysentery, ulcers, gangrene and cancrum oris—all had their share in swelling the death-roll. The unfortunate people attacked, the majority helpless old men and women, being in no condition to resist disease.

3 The most satisfactory patients were the children. If not too far gone on admission they were generally brought round, and some thousands of emaciated little wretches became transformed into plump, healthy boys and girls, whose smiling faces were almost the only bright spots on the dark pictures of gruesome misery that poor-houses in general presented.

4. The above few remarks have been entirely on the subject of poor-houses. There remains that of relief works, on which, at the period of the most acute distress, a lakh of people were employed in the Agency. Having had but little or no share in the organisation of these measures, I am free to advance my opinion, for such as it may be worth, that after a month or two of experience it became in this Agency as perfect as under the circumstances it possibly could be. In Rewah the expedient of employing Officers of the State Army as Superintendents of large parties, numbering thousands, on relief works, produced the happiest results. These men, mostly Sikhs, energetic and accustomed to command, developed powers of organisation and resource which in one or two instances can only be described as admirable.

The system followed, obviously the only one admissible, was to separate applicants into two classes, those apparently capable of doing any work at all were told off to relief work gangs, the evidently incapable being sent to the nearest poor-house which also received any whose strength failed or who fell ill after being sent to work.

5 The daily wage on relief work was the minimum calculated to support life, yet it was astonishing, as well as gratifying, to notice from daily observation how the workers not only lived but thrived and improved in condition upon it. In the case of families where the



daily earnings were put into a common fund, and a common mess was the custom, small savings were actually made out of the Famine Code minimum daily wages with food at famine prices. This too, in spite of the petty peculations, inevitable and unpreventable, by mates, mutsaddis and other native subordinates

6. I may here state *à propos* of the complaints made, particularly against Rewah, by the officials of neighbouring British districts, with regard to numbers of Native State subjects who crossed the border to British relief works that I have noticed on Rewah relief works and in Rewah poor-houses many hundreds of refugees from adjoining British districts and Native States, and that these poor people have been dealt with in the most generous spirit by the Rewah Durbar

7. One more special cause of mortality requires notice, namely, cholera. Although not directly due to famine, the congregation of large numbers of people on relief works greatly favoured the spread of this disease. A very sudden and virulent outbreak, on which a special report has been already submitted, occurred on the works near Sutna in the middle of February and from this locality rapidly spread nearly all over the Agency

Three thousand two hundred and eighty-eight persons on relief works were attacked, 1,913 died. Large as these numbers are, it must be remembered that at this time there were about 100,000 people employed on the relief works, and I have not the least doubt that without the measures taken to check the spread of the disease, the number of people attacked would have been many times greater. To carry out these measures in a perfect manner would have required a staff of about five times as many trustworthy Hospital Assistants as I could spare for this special work. The best possible was done and the results in certain cases showed that, given an outbreak of cholera among a comparatively isolated body of people, such as a party of labourers on a relief work, with complete control over the water-supply, it is possible to first check and then stop the disease within a few days

8. As soon as the rains subsided, a clearance commenced of the poor-houses, all the inmates fit to travel being sent off to their own villages, with a supply of grain to last for some days, and the numbers are now comparatively small. The few remaining are, however, very feeble and sickly, and I think small poor-houses will be necessary for many months to come

(Sd) G H D GIMLETIE, M D, SURGEON-MAJOR

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# APPENDIX B

## Relief Works

TOTAL NUMBER OF WORKERS FOR EACH MONTH, i.e., SUM OF THE DAILY TOTAL

Number	Name of State	TOTAL NUMBER OF WORKERS FOR EACH MONTH, i.e., SUM OF THE DAILY TOTAL												Total			
		October	November	December	January 1897	February	March	April	May	June	July	August	September	Men	Women	Children	Total
1	Rewah	767	1,325	43,107	737,727	1,493,816	1,580,242	1,573,588	1,732,852	1,351,215	650,690	264,866	107,202	3,139,741	4,293,101	2,121,555	9,557,397
2	Nagode	419	480	16,735	86,968	125,317	77,513	71,546	136,914	114,555	52,126	8,081	5,894	235,555	336,072	125,011	696,638
3	Mahar	3,186	14,505	39,725	37,963	33,661	35,382	35,602	50,009	60,016	30,011	9,410	5,274	125,672	168,856	63,216	357,744
4	Sohawal			5,487	11,227	24,762	22,282	20,315	40,443	20,846	5,613	1,804	531	47,878	60,390	37,042	153,310
5	Kothi	5,550	7,500	8,215	13,690	20,760	19,450	9,395	21,550	13,815	3,010	2,480	1,950	41,403	36,157	19,805	127,565
6	Baraunda			47	4,076	10,246	18,483	7,232	14,520	10,603	3,247	1,552	465	30,712	20,631	19,128	70,471
7	Jaso	653	1,255	771	11,787	13,550	10,513	9,254	13,953	12,471	7,079	1,414	2,142	31,085	43,427	13,330	87,842
8	Paldeo			313	332	6,458	3,009	1,710	2,668	2,482	1,552	4,160		7,008	7,076	8,600	22,684
9	Palra			791	3,049	3,855	5,190	6,546	8,551	5,296	1,052			19,311	8,765	6,251	34,330
10	Gurion	1,973	5,240	4,553	5,309	3,825	763	2,255	4,591	2,851	1,685	238		14,112	11,738	7,433	33,283
11	Bharunda			1,207	4,325	10,601	12,017	4,562	7,172	6,662	1,050	370		2,958	6,127	3,516	47,596
12	Kumra						2,540	2,711	3,987	1,666	1,589						12,803
	Total	12,518	30,305	120,951	916,453	1,746,881	1,787,114	1,744,716	2,037,210	1,602,418	761,704	317,375	123,458				11,201,463

# APPENDIX B—(Concluded) Relief Works—(Concluded)

Number	Name of State	Total Amount Expended on Works												Total	Relief Works
		October	November	December	January 1937	February	March	April	May	June	July	August	September		
1	Revathi	Rs. 1 p 50 5 3	Rs. 1 p 150 7 0	Rs. 1 p 311 7 3	Rs. 1 p 50 7 0	Rs. 1 p 12 1 0	Rs. 1 p 12 1 0	Rs. 1 p 12 1 0	Rs. 1 p 12 1 0	Rs. 1 p 12 1 0	Rs. 1 p 12 1 0	Rs. 1 p 12 1 0	Rs. 1 p 12 1 0	Rs. 1 p 12 1 0	Rs. 1 p 12 1 0
2	Vandol	27 2 3	31 1 3	101 1 9	6 3 0	5 7 2 1 5	6 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1
3	Mudhar	573 1 0	1 1 6 0	1 9 2 6 1 6	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1	2 3 1 6 1 1
4	Solimal	357 12 0	1 9 0 1 4 0	3 1 9 2 0	6 9 0 8 0	9 1 3 2 3	1 3 5 2 0	1 1 1 1 2 6	1 1 1 1 2 6	1 1 1 1 2 6	1 1 1 1 2 6	1 1 1 1 2 6	1 1 1 1 2 6	1 1 1 1 2 6	1 1 1 1 2 6
5	Kothu	40 13 0	7 1 1 9	3 1 5 0	3 1 7 1 1 9	6 5 1 5 2	1 3 5 2 0	1 3 5 2 0	1 3 5 2 0	1 3 5 2 0	1 3 5 2 0	1 3 5 2 0	1 3 5 2 0	1 3 5 2 0	1 3 5 2 0
6	Burundha		29 6 0	6 1 1 0	3 1 2 0	6 2 6 3 0	5 2 1 1 0	5 2 1 1 0	5 2 1 1 0	5 2 1 1 0	5 2 1 1 0	5 2 1 1 0	5 2 1 1 0	5 2 1 1 0	5 2 1 1 0
7	Juco	160 12 9	168 13 3	271 12 0	271 12 0	271 12 0	271 12 0	271 12 0	271 12 0	271 12 0	271 12 0	271 12 0	271 12 0	271 12 0	271 12 0
8	Paldeo		80 7 0	281 15 0	6 6 7 15 6	7 6 1 2 3	160 5 6	160 5 6	160 5 6	160 5 6	160 5 6	160 5 6	160 5 6	160 5 6	160 5 6
9	Palira														
10	Taroon														
11	Bhruvaundha														
12	Kamta														
Total		1,010 11 3	2,357 1 0	8,223 5 3	6,315 3	21 1,216 1 1	11 1,167 5 6	1 2 1,131 6 2	1 3 5 1 2 2 1	0 8 1,101 9 5	1 2 2,105 9 11	1 1 1,127 6 1 3	1 1 1,127 6 1 3	1 1 1,127 6 1 3	1 1 1,127 6 1 3

V. F. PINKNEY, CHAIRMAN  
Public Works Department



# APPENDIX C—(Concl'd)

Poor-houses from October 1896 to September 1897—(Concl'd)

1	2	3	4											5	6				7	8	RE MARKS		
Name of State	Name of Poor-house	Number on 1st October 1896	NUMBERS ADMITTED											Total	NUMBERS				Cost	Total cost			
			October	November	December	January 1897	February	March	April	May	June	July	August		September	Receiving	Remitting						
Baranunda	Baranunda					302	210	65	138	67	33	22	3	710	710	16	614	103	7	Rs 16,90	Rs 1659	0	8
Jaco	Jaco		131						33					164	164	22	135		7	2253	2253	13	3
Pulco	Pulco					32	17							49	49	4	15			178	178	5	0
Pahra	Pahra		70			16	21							112	112	6	163			884	884	0	0
Taton	Taton					16	2	1	7					29	29	29	29			224	224	11	5
Bharunda	Bharunda					25	11	35	11					107	107	107	107			506	506	5	0
Kamti	Kamti						30		11	3				14	14	2	12			131	131	6	0

AT PUNHA CAMP,  
Pahra, B. M.

# APPENDIX D.

Actual Cost of Famine from October 1896 to September 1897

Name of State	Relief Works	Poor houses and other gratuitous relief	Supervision	Purchase of Tools	Suspension of Land Revenue	Suspension of Import Duties	Suspension of Miscellaneous items of Revenue in Forest tracts	Total	Loans	Total	Recoverable	REMARKS
1	2	3	4	5	6	7	8	9	10	11	12	13
	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	Rs a p	
Revathi	7,30,986 8 0	55,849 0 5	30,165 4 4	15,744 1 11	7,41,369 4 10	16,521 5 0	3,963 5 3	1,94,228 0 0	31,200 0 0	18,20,026 13 9	2,25,428 0 0	
Nagode	50,641 13 6	14,415 0 11		680 9 6	34,109 10 3		51 9 0	12,846 0 0	20,444 0 0	1,33,188 11 2	53,000 0 0	
Mahar	25,605 11 2	9,873 4 5	1,086 13 0	2,118 4 8			4,472 6 8	7,778 8 0	25,515 0 0	76,449 15 11	29,000 0 0	Excluding cost of Zamindar's works
Sohawal	10,902 4 0	1,975 9 10	210 3 3	143 2 0	16,000 7 3			12,764 8 9	739 3 0	42,735 6 1	21,000 0 0	
Kothi	8,512 5 0	1,041 14 3	691 0 0	158 0 0	3,278 5 3	910 4 0	500 0 0	15,545 0 0	500 0 0	31,136 12 6	9,014 0 0	
Baraundha	5,136 10 11	1,659 6 8	450 0 0	125 0 0	7,250 0 0		1,775 0 0	4,593 2 0	2,300 0 0	23,289 3 7	7,300 0 0	
Jaso	5,124 10 9	2,283 13 3	828 12 6	45 0 3	4,790 5 6		636 14 0	2,357 5 3		16,066 13 6	5,273 7 9	
Paldeo	2,126 10 0	478 5 9		68 11 6	268 10 6		388 11 0	3,263 1 9		6,594 2 6	1,500 0 0	
Pahra	2,332 3 6	884 9 0		70 0 0	4,157 2 8		1,911 0 0	4,267 0 0	925 0 0	14,546 15 2	5,192 0 0	
Bhaisaunda	3,237 2 6	506 8 0	152 10 6	45 2 0	312 10 9		290 0 0	736 10 6		5,280 12 3	736 10 6	
Tirson	2,923 11 0	224 11 3	126 0 0	62 9 6				1,602 0 0		4,938 15 9	16,002 0 0	
Kamta Rijola	792 14 9	151 6 9	58 3 6	10 0 0			250 9 6	1,071 5 8		2,334 8 2	1,071 5 8	
Total	8,48,342 9 1	89,343 10 6	33,768 15 1	19,270 9 4	8,11,516 9 0	17,431 9 0	14,239 7 5	2,61,052 9 11	81,623 3 0	21,76,589 2 4	3,75,417 7 11	

A F PINHEY, CAPTAIN,  
Political Agent,  
Baghelband

# APPENDIX E

*Detail of Relief Works and Poor-houses in each Tahsil of the Rewah State, from 1st October 1896 to 30th September 1897*

1	2	3	4	5	6	7	8	9	10
Name of Tahsil	Population	Nature of Work	Total number of Workers in units of one day	GRAND TOTAL	Total Cost	GRAND TOTAL	Area irrigated in Bighas	Profit from bandhs	REMARKS
Huzar Tahsil	328,032	102 Bandhs 6 Roads 11 Tanks Breaking stone for roads Miscellaneous 2 Poor-houses Total	567,165 452,013 19,509 175,730 294,581 219,259	1,684,798 219,259	Rs 1 p 51,086 6 0 27,315 9 0 18,466 0 3 10,970 0 0 18,631 10 6 17,878 3 3	Rs a p 126,169 9 9 17,778 3 3 1,44,347 13 0	4,315	Rs 1,500	Figures in columns 8 & 9 only approximate 33 miles new roads, besides repairs 289,318 c.ft at Rs 3-12-8 per 100 cubic feet Includes village Relief amounting to Rs 2,432 9-0
Raghubirnagar (Madhogarh)	154,705	60 Bandhs 4 Roads 7 Tanks Breaking stone for roads Miscellaneous 4 Poor houses Total	1,207,824 468,264 187,218 375,637 170,822 293,983	2,319,765 293,983	Rs 1 p 85,942 5 0 27,216 3 6 12,795 9 9 24,731 1 6 12,711 7 6 21,294 1 6	163,399 11 3 21,294 1 6 181,693 12 9	2,606	2,643	48 miles new roads 652,248 c.ft at Rs 3-12-8 per 100 cubic feet Includes village Relief amounting to Rs 433 4-0
Teonthar	139,697	56 Bandhs 12 Tanks 7 Roads Breaking stone for roads Miscellaneous 1 Poor house Total	1,104,607 672,206 235,778 65,015 15,493 75,303	2,097,089 75,303	Rs 1 p 92,916 14 3 62,908 8 6 18,430 11 3 5,167 14 3 1,091 13 3 4,366 14 4	180,516 0 6 4,366 14 4 1,84,882 14 10	6,488	5,468	24 miles new roads, besides repairs 136,317 c.ft at Rs 3-12 8 per 100 cubic feet Includes village Relief amounting to Rs 717-5-0

Mow	123,486	15 Bandhs 5 Tanks 1 Road Miscellaneous 2 Poor houses	104,477 272,355 10,201 1,581 28,019	6,778 15 0 16,230 1 9 644 12 9 147 12 6 1,704 0 9	23,801 10 0 1,704 0 9	670	650	7 miles new road Includes village Relief amounting to Rs 10
		Total	416,633		23,505 10 9			
Bardi	243,203	9 Bandhs 1 Tank 2 Roads Miscellaneous 7 Poor houses	2,85,375 169,008 101,859 326 60,531	18,250 5 6 18,008 7 3 6,095 12 9 20 3 6 3,331 13 5	42,374 13 0 3,331 13 5	666	825	15 miles new roads
		Total	617,099		45,706 10 5			
Runnagur and Solingpore	513,153	6 Bandhs 3 Roads Breaking stone for roads 7 Poor houses	89,804 248,886 29,536 116,842	6,483 10 10 18,051 10 3 2,103 7 3 7,273 15 2	26,638 12 4 7,273 15 2			22 miles new roads 55,475 c ft at Rs 3-12-8 per 100 cubic feet Includes village Relief amounting to Rs 52
		Total	485,068		33,912 11 6			
Railway Construction from Sutna to Kuvah		Earth Work Breaking stone Making sleepers	1,033,121 1,07,501 6,255	76,857 4 3 86,417 7 2 4,511 3 9				2,279,141 c ft at Rs 3-12-8 per 100 cubic feet 24,559 sleepers
		Total	2,112,877		167,785 15 2			
GRAND TOTAL	1,503,176		10,351,934		786,835 8 5	14,745	11,086	Excluding cost of supervision and tools

Note — It is calculated that a profit of 4½ per cent will be realized from outlay on Bandhs 76 per cent of the total population was relieved on Durbar Works and in Poor houses for a period of three months at a cost per head of 1 anna 34 pies including tools and supervision

A F PINHEY, CAPTAIN,  
Political Agent, Baghalband



## APPENDIX F

## Statement of Relief Works and Poor-houses for Nagode State from October 1896 to September 1897

Nam of State	2	3	4				5	6	7	8
			TOTAL NUMBER OF WORKS IN UNITS OF ONE DAY							
			Males	Females	Children	Total				
Nagode	84,097	25 Bands	106,064	176,754	66,756	349,574	Rs 1 p 23,850 3 6	Big bis 3,424 0	Rs a p 3,400 0 0	
		10 Tanks	30,266	40,715	20,049	91,060	6,482 3 8			
		3 Roads	73,709	84,029	26,254	183,992	14,177 6 6			
		2 Wells	2,755	4,425	1,043	8,223	637 6 2			
		Miscellaneous	1,789	1,627	164	3,580	466 5 8			
		Tools and Plants					680 9 6			
		2 Poor houses	48,466	65,070	100,584	214,120	14,415 0 11			
		Unburied Relief Works	20,972	28,492	10,745	60,209	5,028 4 0			
		Total	281,021	401,142	225,595	910,758	65,737 7 11			

N.B.—It is calculated that a profit of Rs 14 3-4 per cent will be realized on outlay on the Durbars, 12 per cent of the population, 12 per cent on Relief Works and 3 per cent on poor houses were relieved for a period of three months; cost per head per diem comes to 1 anna 4 pice

A. I. PINHAY CURRY,  
Political Agent, Baghelband

# APPENDIX G

## Details of Loans from the Gwalior Durbar

Serial Number	State	Date of payment	Amount	Total	Amount of yearly instalment	Date on which loan will be cleared up	REMARKS
1	Rewari	28th April 1897	Rs 1 p 6,00,000 0 0	Rs 1 p 6,00,000 0 0		October 1897	Paid off in October 1897
2	Nagode	17th March 1897	35,000 0 0				
		1st May 1897	10,000 0 0	48,000 0 0	Rs 5,250 a year for the first two years and Rs 6,250 a year after that	May 1905	
3	Sohawal	13th April 1897	15,000 0 0	15,000 0 0	Rs 2,000 yearly	Ditto	
4	Baraundha	28th April 1897	10,000 0 0	10,000 0 0	Rs 1,000 yearly	May 1907	
5	Jiso	28th April 1897	10,000 0 0	10,000 0 0	Rs 1,000 yearly	Ditto	
6	Pildeo	17th March 1897	10,000 0 0	10,000 0 0	Rs 1,000 yearly	Ditto	
7	Taroon	1st May 1897	7,000 0 0	7,000 0 0	Rs 700 yearly	Ditto	
8	Kamra	17th March 1897	4,000 0 0	4,000 0 0	Rs 500 yearly	May 1905	

A T PINHLY CARTON,  
Political Agent,  
Bairathnath

# APPENDIX H

Cash Account up to 31st October 1897 of Baghelkhand branch of the Indian Charitable Relief Fund

RECEIPTS	Rs	a	p	DISBURSEMENTS	Rs	a	p
1 Opening balance	56	0	0	Expenditure under heading I	1,411	12	3
2 Remittances from Central Committee	2,13,000	0	0	Expenditure under heading II	12	1	3
3 Recoveries (if any) by sale of manufactures and otherwise	-	-	-	Expenditure under heading III	27,483	7	9
4 Local subscriptions	-	-	-	Expenditure under heading IV	1,96,169	5	6
5 Remittance from Provincial Committee, Indore	-	-	-	Miscellaneous	132	10	9
6 Other receipts	-	-	-				
Total				Total	2,25,209	5	6
				Closing balance	4,351	15	9
				Total	2,29,561	5	3

A T PINH V, CAPTAIN,  
Political Agent,  
Baghelkhand

# ANNEX J

## Prices of Food Grains

Name of Corn	APRIL								MAY								JUNE								REMARKS						
	1893		1894		1895		1896		1897		1893		1894		1895		1896		1897		1893		1894			1895		1896		1897	
	Srs	Chs	Srs	Chs	Srs	Chs	Srs	Chs	Srs	Chs	Srs	Chs	Srs	Chs	Srs	Chs	Srs	Chs	Srs	Chs	Srs	Chs	Srs	Chs		Srs	Chs	Srs	Chs	Srs	Chs
Wheat	16		18	4	12	12	13		8	12	17		15		13		13		8	12	16		14		11	3	11	8	9	4	
Gram	21		21		16	16		21		16	23				16		16		9	12	22		20		15	12	15	4	9		
Jowar	17		16		15	15		15		16	17				16		16		11	16			20		8	15	8	15			
Rice	16		16		13	2	12	12	10		16		15		13		14		9	14			14		11	4	11	4	8		
Maltar					19		19		11										11				21		18		18		10	4	

A 1 PINHLY CARTON,  
*Political* 14,000,  
*Bus, left hand*

# APPENDIX K

Statement showing the Exports and Imports of traffic in food grains from the following stations from the year 1891 to 1st half of 1897

STATIONS	1891		1892		1893		1894		1895		1896		Half year ending 30th June 1897	
	Inwards	Outwards	Inwards	Outwards	Inwards	Outwards	Inwards	Outwards	Inwards	Outwards	Inwards	Outwards	Inwards	Outwards
	Tons	Tons	Tons	Tons	Tons	Tons	Tons	Tons	Tons	Tons	Tons	Tons	Tons	Tons
Khaur, B N R	0 59	27 36	0 88	100 54	0 78	74 69	0 43	46 15	0 26	147 19	26 23	1 22	30 86	0 80
Judhau	1 06	102 45	7 23	322 89	5 69	639 64	5 54	645 55	13 07	1,021 47	45 48	66 23	279 21	4 59
Anuppur	0 11	88 33	2 10	156 62	0 62	242 10	1 25	300 84	5 14	369 19	20 72	11 09	60 65	0 88
Bulhar	0 66	415 85	12 49	436 96	35 48	1,005 31	15 12	1,570 45	44 57	1,462 08	314 03	81 50	387 20	9 94
Sahdol	71 15	1,050 06	62 09	2,131 58	115 25	4,387 50	223 77	4,518 13	203 57	3,964 26	810 18	335 00	860 06	55 04
Ghunglath	1 12	55 08	3 47	36 59	1 77	1 11	10 91	1 77	2 93	1 11	0 18	0 66	3 71	0 18
Burhanpur	19 77	174 54	13 77	59 25	24 43	30 91	76 43	46 76	115 79	61 77	358 50	5 33	451 03	2 72
Kulchi	0 39	9 73		2 94	2 50	0 63	1 18	1 17	2 23	1 14	21 42	0 29		-
Umaria	365 25	183 35	386 61	190 96	728 43	96 83	1,433 44	116 31	2,490 59	158 62	3,081 87	884 87	1,036 15	122 81
Chhindia	26 08	125 17	29 87	327 22	83 30	144 69	32 61	72 90	582 24	13 04	157 05	6 62	79 82	12 08
Sutrar, L I R					949	1,074	10,543	656	16,103	1,080	24,083	823	14,999	1,438

A F PINHELY, CAPTAIN,

Political Agent, Bulhar

